

CENTRAL CITY PEDESTRIAN STUDY

an Implementation Report
for the Central City Community Plan

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**an Implementation Report
for the Central City Community Plan**



Los Angeles City Planning Department
Room 561

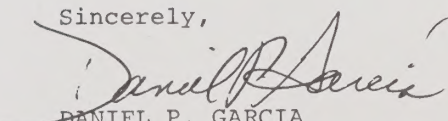
May 4, 1982

The Central City Pedestrian Study, a new implementation report for the Central City Community Plan, seeks to encourage a more active pedestrian orientation for Downtown. The need to provide a more active Downtown street life is recognized by persons who visit, work, or live in Central City. New sidewalk amenities, special landscaping, preservation of historic places and the provision of more parks, plazas, and people-oriented development can breathe new life into the community. Though many of the recommendations advanced in the study are applicable citywide, all are sorely needed Downtown.

As Central City is developing an important skyline it must not ignore the problems and opportunities of the streets and sidewalks. Downtown streets can provide the social, cultural and aesthetic backdrop for appreciating the City, and should attract an active and healthy street life. But we must first begin to recognize current problems and seek to carefully correct them. Central City historic resources must be reclaimed and the sidewalk areas must be made more attractive.

Thus, the City Planning Commission and the Planning Department are pleased to present this initial step in formulating new policies and programs which can result in a more pleasant pedestrian environment. The Central City Pedestrian Study will lead to specific implementation measures affecting the pedestrian quality of public and private space thereby facilitating Downtown's evolution to a more complete community.

Sincerely,


DANIEL P. GARCIA

Planning Commission President


CALVIN S. HAMILTON

Director of Planning

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purpose

This study is intended to provide a planning guide for making Downtown a more exciting place to visit and to live and work in. It contains a series of proposals for dealing with new development, landscaping, commercial rehabilitation, historic landmarks and open space. Thus, the study offers policies and recommendations which can enhance the image and use of Downtown.

The Los Angeles Central City Community Plan offers several general goals and objectives which speak directly or indirectly to the need for reinforcing a positive Downtown pedestrian image through a coordinated urban design scheme. The Plan proposes preserving key landmarks, joining isolated public and private developments and encouraging excellence in urban design through emphasis on parks, green spaces, street trees and places designed for sitting and walking.

As on-going redevelopment efforts proceed and as major private development continues, it is important to establish a clear link among various projects and to introduce a common vision and identity for the Central City area.

Although the Plan goals indicate a general need for pedestrian-oriented activity and enhanced area imageability, no formal methods are prescribed for reorganizing the Central City streetscape (with the exception of the Central City Elevated Pedway Plan) or for systematically encouraging pedestrian use of Downtown. As a result, many new projects succeed on-site and on a one dimensional level, but they lend little to the resolution of Downtown's imageability or identity problems. It is important then, to explore the "spaces" between projects, landmarks and new developments which can be modified to provide a sense of area continuity and identity. It is also important to examine the particular qualities of new projects and developments with an eye toward satisfying pedestrian needs.

In examining Downtown's image, it is impossible to ignore the inextricably related problems of skid row, crime, the lack of good lower and middle income housing and the availability of basic services and entertainment facilities to support round-the-clock use of Central City. Auto congestion, smog and the general underutilization of Downtown's building stock also contribute to a negative image. Yet, the development of new programs solely directed at the amelioration of any one of these conditions will not automatically transform perceptions of Central City. Thus, it may be more effective to shape Downtown's image by identifying and controlling basic urban design elements, simple daily social patterns and land use activities. No single project or program will adequately substitute for the careful orchestration of land uses, activities and services in transforming Central City into a more pedestrian-oriented place.

introduction

What has clearly emerged from Downtown's redevelopment experience is the recognition that Central City is composed of truly discrete areas animated by special qualities and special user groups. There are marked differences in the physical form and social character of these areas. At a most general level, the compact commercial, pedestrian-oriented scale of Little Tokyo and Chinatown differ from the high and medium-rise cosmopolitan commercial areas of the Central Commercial Core and Bunker Hill; the rich historic building stock of the old financial district contrasts with the stark powerful office towers of Bunker Hill and the newer CBD; and the thriving Latino-oriented Broadway shopping area differs from Seventh Street retail commercial activity. Yet, despite the obvious differences of these areas, Downtown's identity is diffused, it lacks definition and clarity. Newer parts of the Central City are oversimplified, while older parts have lost their integrity, scarred by years of "remodeling" or neglect. Thus, it is necessary to reorganize some of the basic components of Downtown in order to highlight its resources and focus its identity.

As interaction with Downtown is focused at the street level and perceptions of the qualities of Downtown are forged as it is used, it is important to consider the relationship between pedestrian movement and Downtown activities in order to transform area imageability and buttress on-going redevelopment efforts. If a personal connection can be made between pedestrians and their surroundings, it may be possible to extend the use of Downtown and the usefulness of the projects directed at its redevelopment. Therefore, a series of implementation measures are proposed to carry out the goals and objectives of the Central City Community Plan. A careful inventory of the major activities, projects, developments, land uses and landmarks is essential in understanding pedestrian orientation to Downtown. If this orientation can be adequately explained, it will be possible to rationalize Central City land uses to encourage pedestrian activity and build a positive area identity.

The recommendations advanced in this study clearly require the full support and cooperation of many City departments and agencies. For years the Community Redevelopment Agency (CRA) has assumed the fundamental responsibility for Downtown redevelopment. Under the Agency's direction, Central City has been transformed from a declining center to one that is prosperous and thriving. The primary objective of the CRA has been to promote this transformation through project development. However, it is necessary to also address broader planning issues in order to fulfill the goals of the Central City Community Plan and to maximize the important work of the Community Redevelopment Agency. This study has been prepared with the recognition that many City departments and agencies have a role in Downtown's redevelopment. With a realistic effort in coordinating complementary roles and responsibilities, a successful completion to the remaining work in Central City can be insured.

design framework for downtown

The need for an overall design framework for enhancing pedestrian activity is generated by the proliferation of major public and private investment that, for better or worse, is shaping large portions of Downtown. As whole blocks are transformed by redevelopment, it is imperative that new projects, public spaces and landmark areas in Central City be critically evaluated with regard to the creation of a positive areawide identity through the satisfaction of pedestrian needs.

Although the complexity of factors influencing pedestrian orientation seems to preclude definition, let alone prescription, the task of introducing a pedestrian ambience may become more manageable if the basic forms and qualities of the Downtown environment are examined. Ultimately, local architecture, landmarks and public spaces provide the backdrop for understanding Central City. Thus, the massing of buildings and qualities of shopfronts, signage, open space, views and building scale determine general impressions of the Downtown area.

A subtle design integration of new projects, sidewalk spaces, open space and landmarks may supply the means for reinforcing a positive areawide identity and encouraging pedestrian orientation to Downtown. The Central City contains many significant untapped and unlinked resources which may contribute to an overall positive area identity.

The revitalization of Downtown sidewalks and public spaces and the implementation of the elevated pedway system, which permits pedestrian movement at the second and third story, offer complementary planning solutions for enhancing the pedestrian environment and ultimately Downtown's image. Pedways can alleviate pedestrian and vehicular conflicts and make trips from major activity generators more convenient and safe. Elevated pedways can also provide direct and efficient access to transportation facilities, including automobile parking structures, bus stops and transit stations, and connect major employment, entertainment, recreational, cultural and commercial centers. The pedway system can create an efficient, continuous circulation link through the Central Commercial Core and Bunker Hill. Pedways can therefore provide higher intensity areas with an efficient means of circulation at the third-story level in the newer Downtown. The older portions of Central City, including Spring Street, Broadway, Central City East and many other areas within the CBD, require an alternate approach of street level improvements. These improvements should be directed toward animating the sidewalks with street life and generally enhancing pedestrian activity at the street level. Thus, a dual circulation system along sidewalks and at the second and third stories can be devised to create a safer, more convenient and attractive pedestrian environment.

methodology

In order to examine Downtown resources and to develop an efficient method for distilling the most important features of Downtown urban form, the study analysis is initiated with a broad-brush survey of circulation, open space, commercial and residential activity, employment, new development, historic landmarks and current redevelopment efforts. In a series of map overlays, Downtown elements are examined in relation to major cultural and entertainment activities and general walking distances from concentrations of employment and housing. This map work has been used to establish a general appraisal of the pedestrian qualities in distinct districts of Central City called "sub-areas". The overlay process can be replicated throughout Downtown to surface significant design elements and define manageable areas of study.

Four sub-areas of analysis are delineated in order to illustrate the process. An easy three-block walking radius has been used to help establish the parameters of the sub-areas. Each sub-area contains concentrations of major employment, shopping, landmarks, circulation routes, nighttime uses and pedestrian activity.

A second generation of summary overlay maps are then produced reflecting areawide pedestrian problems and opportunities. These maps provide a general assessment of pedestrian activity in relation to a variety of urban design elements of the sub-area.

With such sub-area classifications, a more fine grained block-by-block analysis is undertaken. Sections of the City determined to present prime pedestrian opportunities are examined more closely. At this time, specific site information is collected and mapped through field surveys. Special area architecture, landmarks, commercial activities, building scale, and the relationship between new building projects and older development is detailed.

A block appraisal system is then applied to illustrate the relative characteristics of particular blocks and to suggest a hierarchy of area needs, opportunities and actions. The highest relative block scores have been interpreted as areas warranting special attention.

The process of overlays, sub-area selection, block appraisal and suggested recommendations has been conducted on Sub-area A, an area bounded by First Street to the north, Sixth Street to the south, Flower Street to the west and Main Street to the east.

This planning process provides a comprehensive framework to develop a uniform evaluation of the significant qualities that help define Downtown. The process also exposes generic design qualities and highlights planning potentials which may yield a new image for Central City.

map overlays

MAP SET 1 The analysis begins with an examination of circulation activity. As the map overlays indicate, there are major points of entry to the City by freeway. Major and secondary highways are serviced by a variety of regular bus routes and the mini bus which links the Civic Center, Bunker Hill, the CBD, Seventh Street retail activity, Little Tokyo and Chinatown.

MAP SET 2 Overlaying the successful mini bus operation which moves significant numbers of daytime tourists, shoppers and workers, with the locations of historic landmarks within Central City, it is apparent that the areas most concentrated with landmarks are least served by this bus system.

MAP SET 3 Mapping the centers of employment and open space, it

MAP SET 4 is observed that open space is generally underprovided

MAP SET 5 to Downtown users and that only new developments within the CBD contain significant park or plaza spaces. The availability of open space can be interpreted in several ways. Reference is made here to the provision of usable open space which is visually and physically accessible to Downtown users. Much of the park and plaza space in new Downtown development is difficult to see from the street or sidewalk and not easily accessible to pedestrians.

MAP SET 6 Examining the movement of people Downtown during

MAP SET 7 morning and afternoon hours, pedestrian activity is

MAP SET 8 observed to be generally heaviest at the Civic Center along First Street, adjacent the commercial strips of Broadway and Seventh Street, in the apparel center and in parts of the new office core. The old financial district along Spring Street and most of Central City East, is not heavily used by pedestrians. Newer developed areas of Central City are sometimes underutilized, demonstrating that the simple provision of park or plaza space does not guarantee significant pedestrian use.

MAP SET 9 Reviewing land use Downtown, it can be seen that newer and older office space is generally concentrated in the northern and central areas. The southern and eastern areas largely contain garment and textile-related industries while the Central Commercial Core is heavily concentrated with regional retail and jewelry trade activities. Major concentrations of daytime workers are also found in the new office core, the Civic Center, the apparel and jewelry centers and the east side industrial area. Additionally, the modern office core of the CBD and Bunker Hill differ in scale and use from the older office concentrations of the Spring Street area.

MAP SET 10 Looking at nighttime activity, it appears that significant concentrations of Downtown users can be found at the Music Center, the Embassy Theater, the galleries and studios of Downtown artists, and in Little Tokyo and Chinatown.

MAP SET 11 Examining the existing and potential activity generators Downtown it is observed that the northerly and westerly areas are most heavily concentrated with office workers. Cultural and arts activities are sparsely distributed throughout the Central City, while commercial strips are clearly defined along Seventh Street and Broadway. Concentrations of historic buildings are generally located along the Broadway and Seventh Street shopping areas and along Spring Street.

MAP SET 12 Reviewing 1981 Community Redevelopment Agency activities, it is observed that project sites are located throughout Central City and include building rehabilitations, new construction, land assembly and the provision of various public improvements.

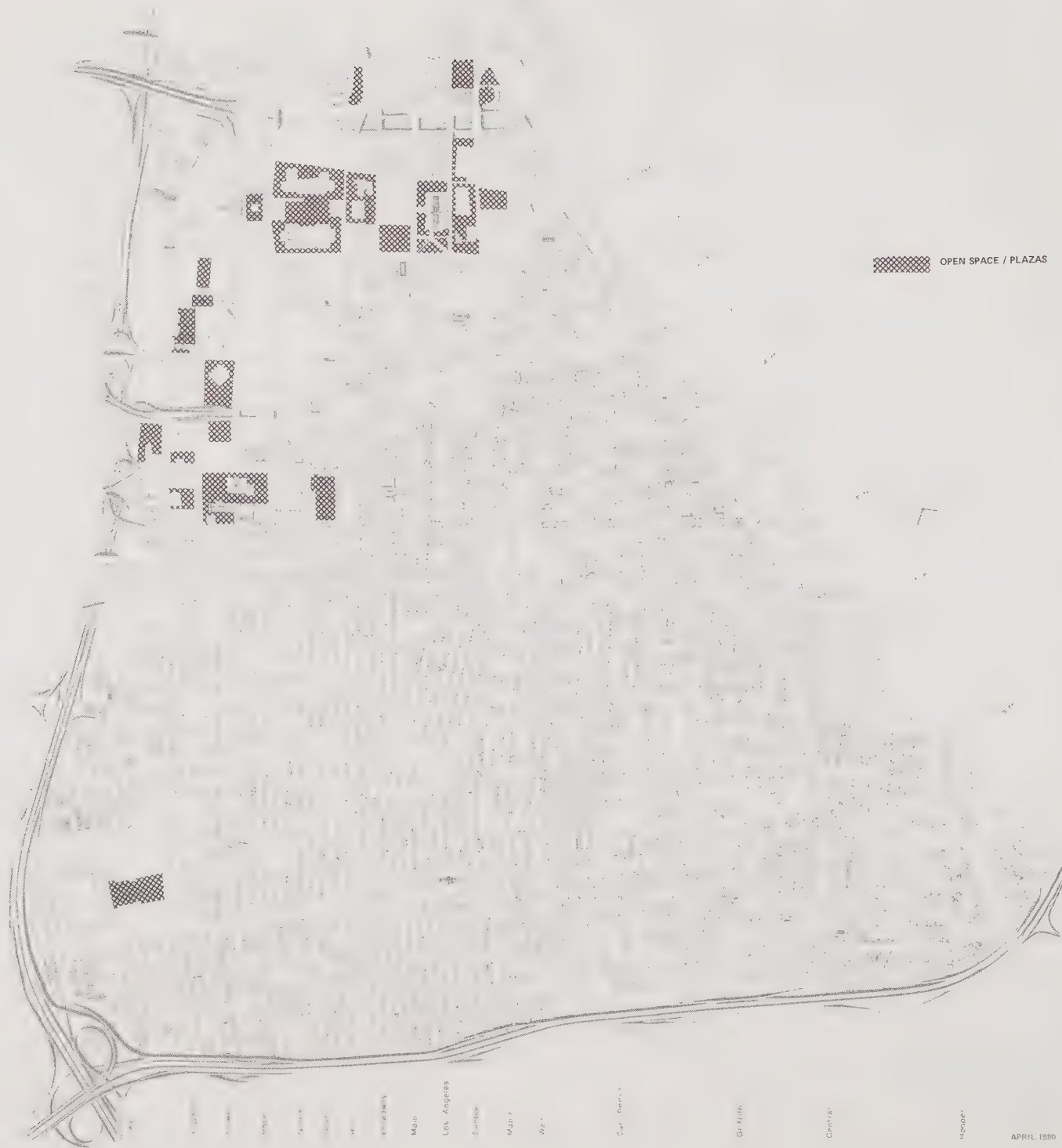


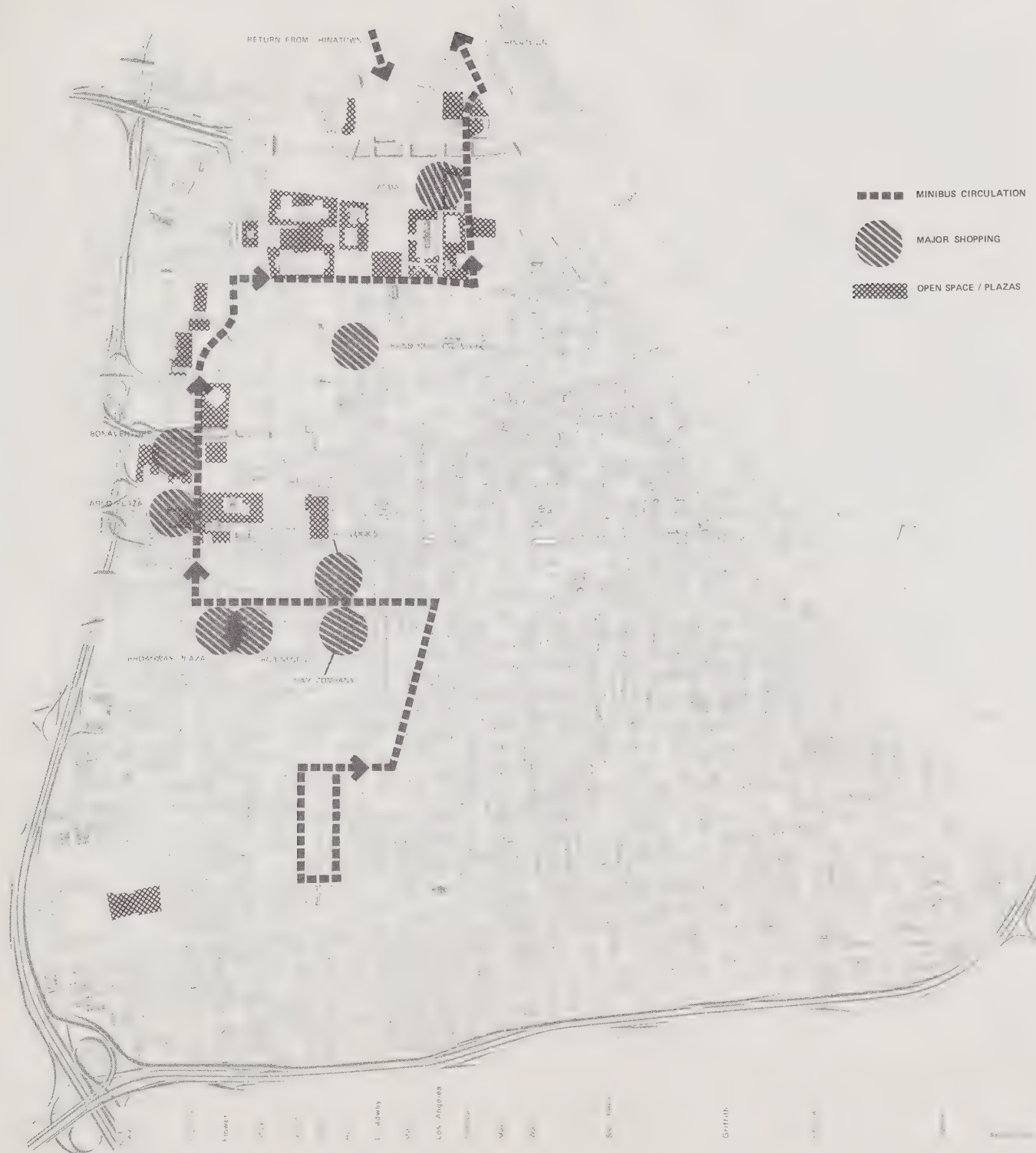
Historic Sites within the CBD

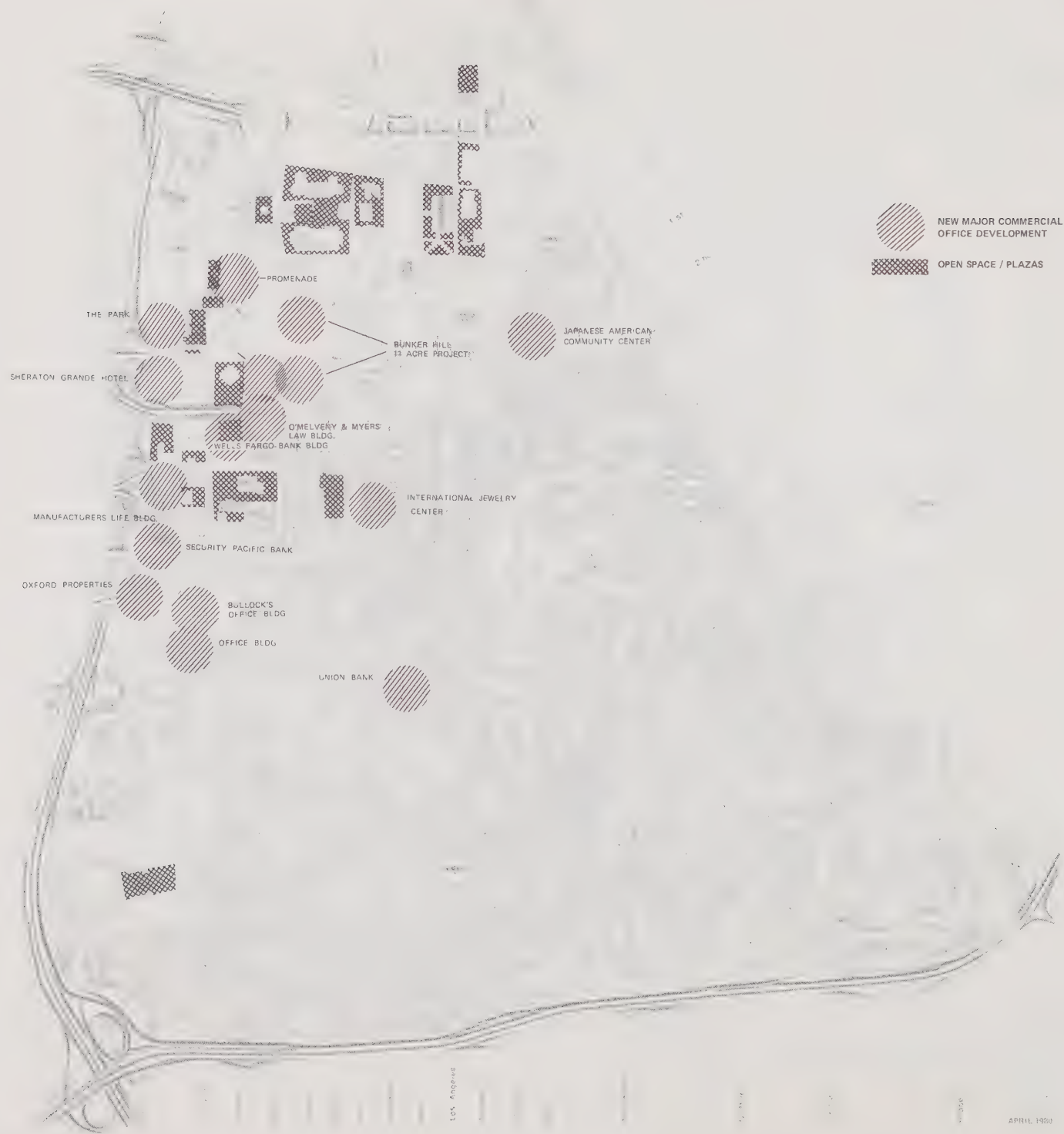
- | | | | |
|--|--|---|--|
| +o 1. Plaza Church
Sunset Blvd. & N. Main | o 6. California Club
538 S. Flower Street | *o 20. Central Library &
Grounds
630 W. Fifth Street | 32. Barker Bros. building
818 W. Seventh Street |
| + 2. El Pueblo de
Los Angeles.
State Park | o 7. St. Paul's Cathedral
615 S. Figueroa Street | o 21. Wolfer Printer Co.
416 Wall Street | 33. Engine Company
No. 28
644 S. Figueroa Street |
| o 3. St. Vibiana's Cathedral
114 E. Second Street
5 S. Spring Street | o 8. Global Marine Building
811 W. Seventh Street | o 22. Biltmore Hotel
515 S. Olive Street | 34. Japanese Union
Church 120 N.
San Pedro Street |
| *o 4. Bradbury Building
304 S. Broadway | o 9. Philharmonic
Auditorium
427 W. Sixth Street | o 23. Los Angeles
Athletic Club
431 W. Seventh Street | 35. First Methodist Church
813 S. Hope Street |
| o 5. "Angel's Flight" Site
Third and Hill Streets | o 10. Alexandria Hotel
(Palm Ct.)
501 S. Spring Street | o 24. Los Angeles City Hall
200 N. Spring Street | 36. Edison Building
601 W. Fifth Street |
| | o 11. Finney's Cafeteria
217 W. Sixth Street | 25. Jonathan Club
Building
545 S. Figueroa Street | 37. Albert L. Bath Bldg.
500 S. Hill Street |
| | o 12. Fire Station No. 23
225 E. Fifth Street | 26. Million Dollar Theater
307 S. Broadway | 38. Pershing Square Bldg.
448 S. Hill Street |
| | o 13. Cole's P.E. Buffet
545 S. Figueroa Street | + 27. Butterfield Station Site
(Mirror Building)
145 S. Spring Street | o 39. Subway Terminal Bldg.
417-425 S. Hill Street |
| | o 14. Garfield Building Lby.
403 W. Eighth Street | + 28. Bella Union Hotel Site
314 N. Main Street | 40. The Myrick Hotel
(The Aldine)
324 1/2 S. Hill Street |
| | o 15. Cast Iron Comm. Bldg.
San Pedro and Agatha | * 29. Los Angeles Plaza
Historic District
Spring/Sunset/
Alameda/Arcadia/
Los Angeles | 41. The Markham Hotel
(The Whipple)
326 1/2 S. Hill Street |
| | o 16. St. Joseph's Church
218 E. Twelfth Street | + 30. The Los Angeles Star
Site N. Main &
Commercial Sts. | 42. Homer Laughlin Bldg.
(Grand Central
Market)
315 S. Broadway |
| | o 17. Cohn-Goldwater Bldg.
Eleventh & San Pedro | o 31. Variety Arts Center
Bldg./Friday
Morning Club
940 S. Figueroa | o 43. Herald Examiner Bldg.
1111 S. Broadway |
| | o 18. Coca-Cola Building
1334 S. Central Ave. | | o 44. Oviatt Building
617 S. Olive street |
| | o 19. Union Station &
Grounds
800 S. Alameda Street | | o 45. Los Angeles Stock
Exchange Building
618 S. Spring Street |
| | | | 46. Los Angeles Theatre
615 S. Broadway |

Source: * National Register Sites
 + State of California Historic Sites
 o Locally Designated Historic Sites
 (as designated by the City of Los
 Angeles Cultural Heritage Board)









CENTRAL CITY ELEVATED PEDWAY PLAN

OBJECTIVES OF THE PLAN

- TO ALLEVIATE PEDESTRIAN AND VEHICULAR CONFLICTS
- TO IMPROVE THE CONVENIENCE AND SAFETY OF BOTH PEDESTRIANS AND VEHICLES
- TO COORDINATE AN ELEVATED PEDWAY SYSTEM WITH EXISTING AND PLANNED CIRCULATION SYSTEMS SERVING THE CENTRAL BUSINESS DISTRICT

THE PLAN AREA INCLUDES THE WEST CENTRAL PORTION OF DOWNTOWN LOS ANGELES, BOUNDED BY FIFTH STREET ON THE NORTH, THE HARBOR FREEWAY ON THE WEST, EIGHTH STREET ON THE SOUTH, AND HILL STREET ON THE EAST.

LEGEND

- PRIMARY ELEVATED PEDESTRIANWAY
- SECONDARY ELEVATED PEDESTRIANWAY
- POTENTIAL ELEVATED PEDESTRIANWAY
- BUNKER HILL PEDWAY SYSTEM
- PEDESTRIAN ACTIVITY







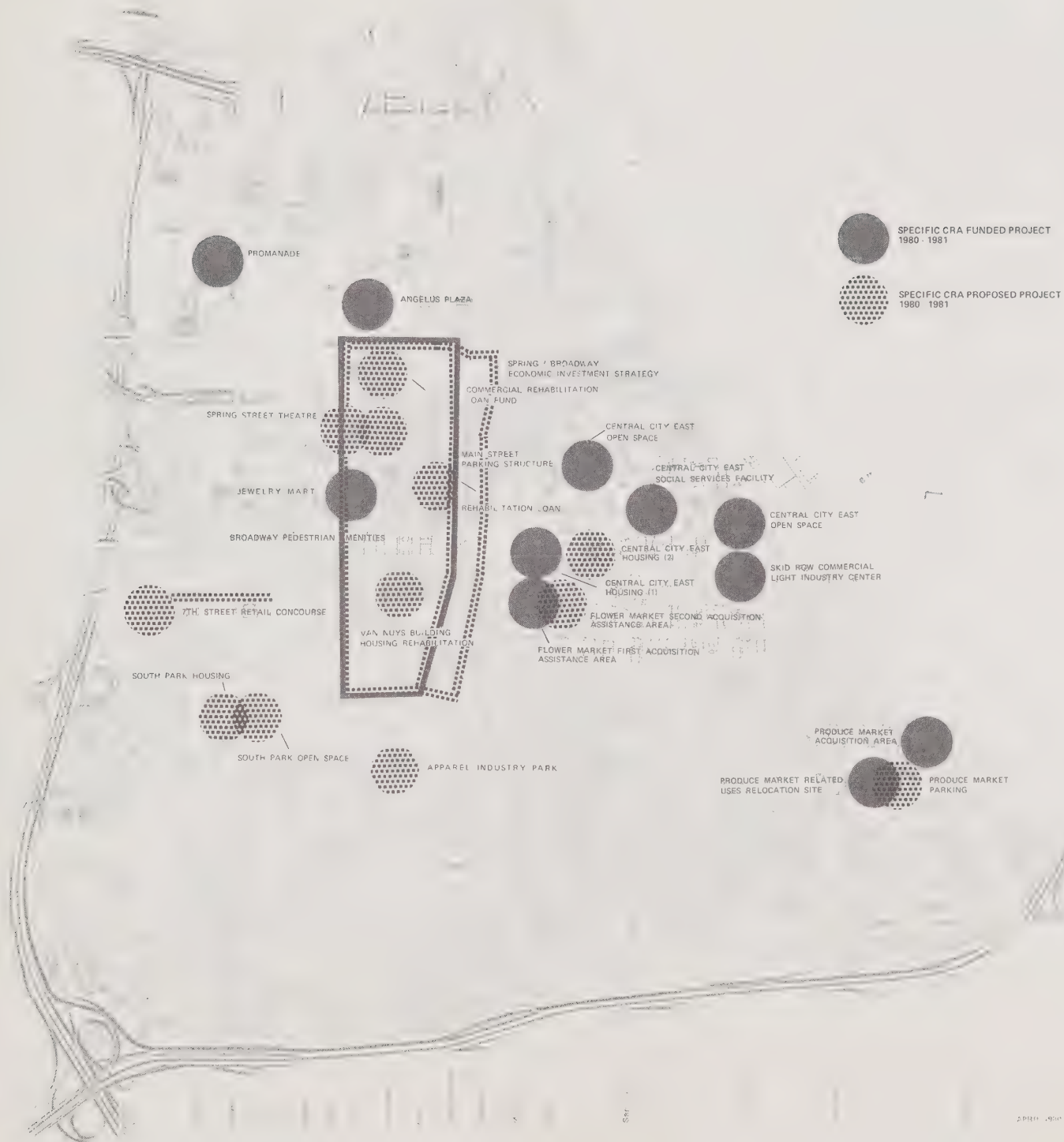
Generalized Land Use

- OFFICE
- LANDMARKS
- JEWELRY TRADE
- STRIP COMMERCIAL
- HOTEL
- RESIDENTIAL
- GOVERNMENT
- GARMENT/TEXTILE
- CULTURAL





■ CULTURAL ACTIVITIES



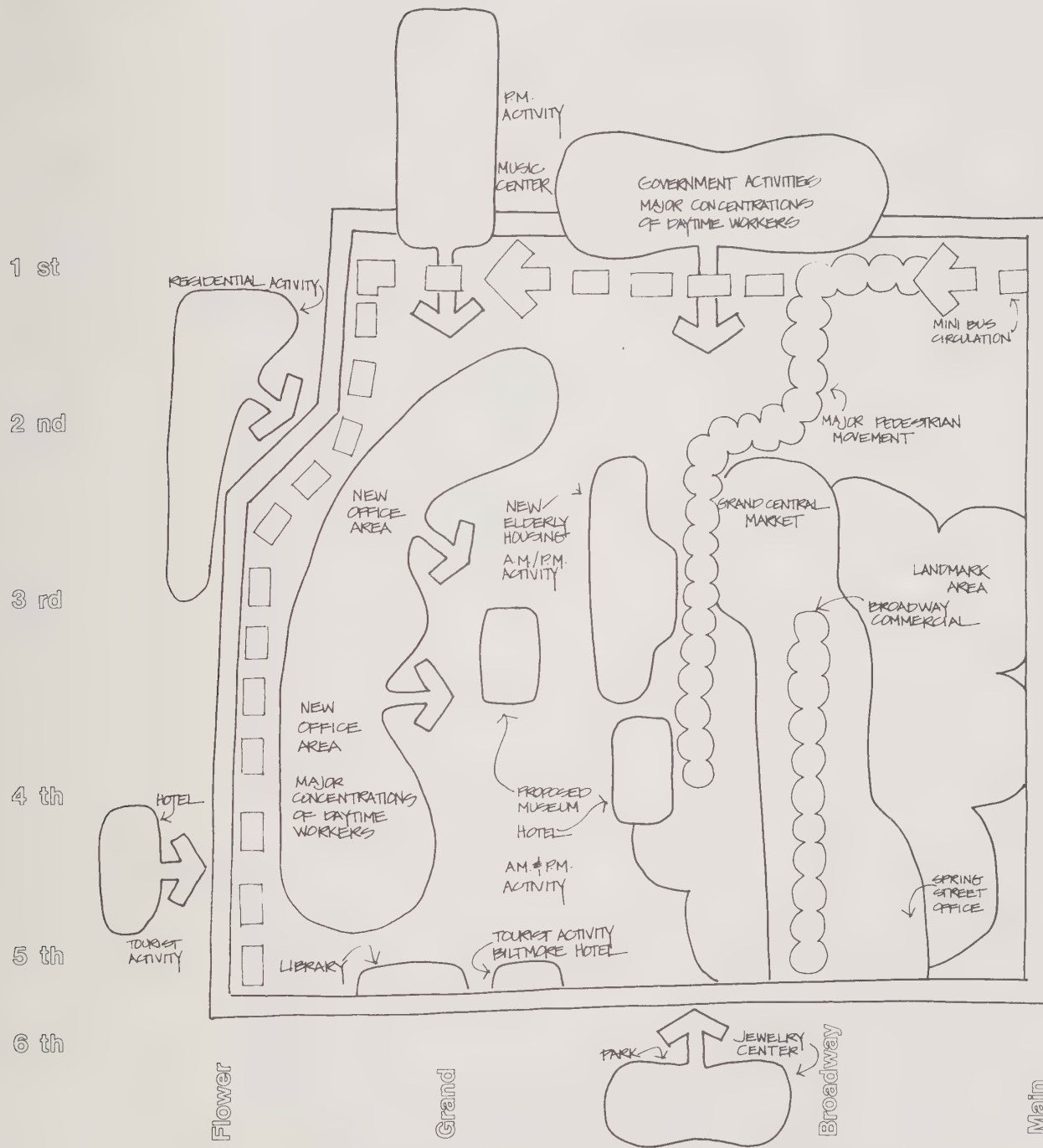
sub-area selection

Sub-areas of study are defined by combining the maps of Generalized Land Use and Social Activity. Each of the sub-areas contains significant activities and elements which characterize Downtown. The sub-areas contain concentrations of major shopping, employment and the routes of major circulation by pedestrians. Nighttime activities, landmarks and major local influences are also noted. The analysis is intended to capture as many major elements and activities as possible while establishing manageable parameters for detailed study. Using an approximate three-block walking distance, the preliminary Sub-areas A, B, C and D are delineated. Each of the sub-areas contain numerous opportunities for enhancing the image of Downtown.

Sub-area A is selected for further study as it contains a wide variety of resources and activities including:

- Concentrations of new development
- Concentrations of historic landmarks
- Government and financial district activities
- High concentrations of daytime workers
- Opportunities to reinforce CRA projects
- Existing and proposed cultural activities
- Proximity to freeway on/off ramps
- Major pedestrian activity
- Variety of morning and evening activities
- Mini bus circulation
- Narrow lower rise pedestrian-oriented streets
- Variety of retail strip commercial
- Concentrations of tourists and tourist-related activities

A block rating system is then developed for the sub-area in an attempt to provide uniform evaluations of the scale, visual interest, amenities and overall pedestrian orientation of each block face. On a block by block basis, the sub-area is surveyed and a metric is developed for scoring the pedestrian orientation and visual interest of each block. The ratings of each block are shown on the Summary Map found at the end of the Study. In the course of completing the sub-area evaluation, specific recommendations are developed.



SUB-AREA A



MAJOR INFLUENCE



MINI BUS CIRCULATION

4 th

5 th

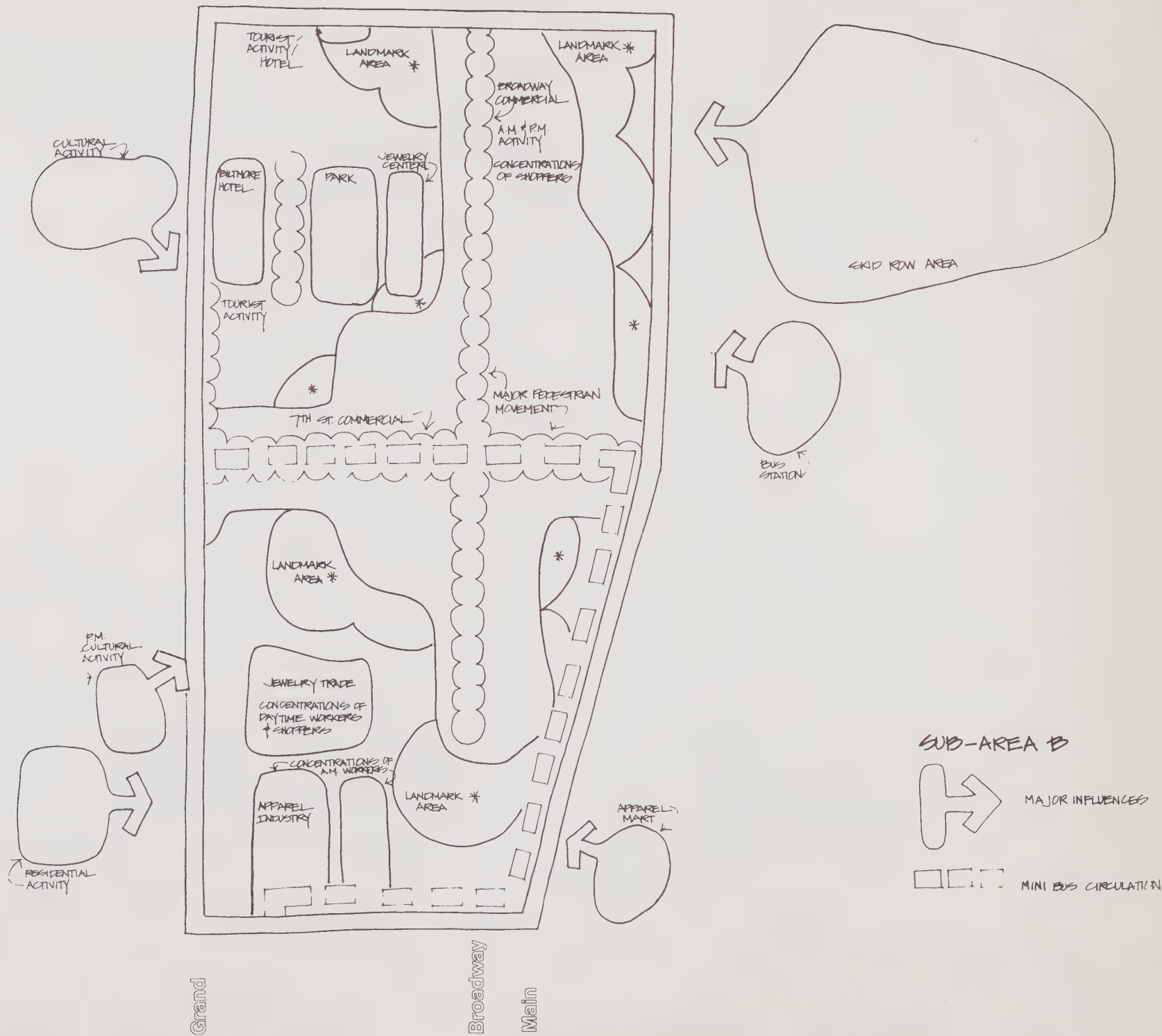
6 th

Wilshire

7 th

8 th

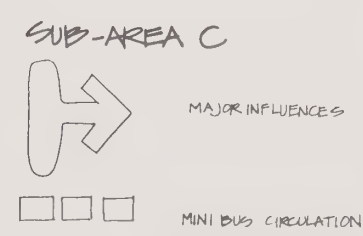
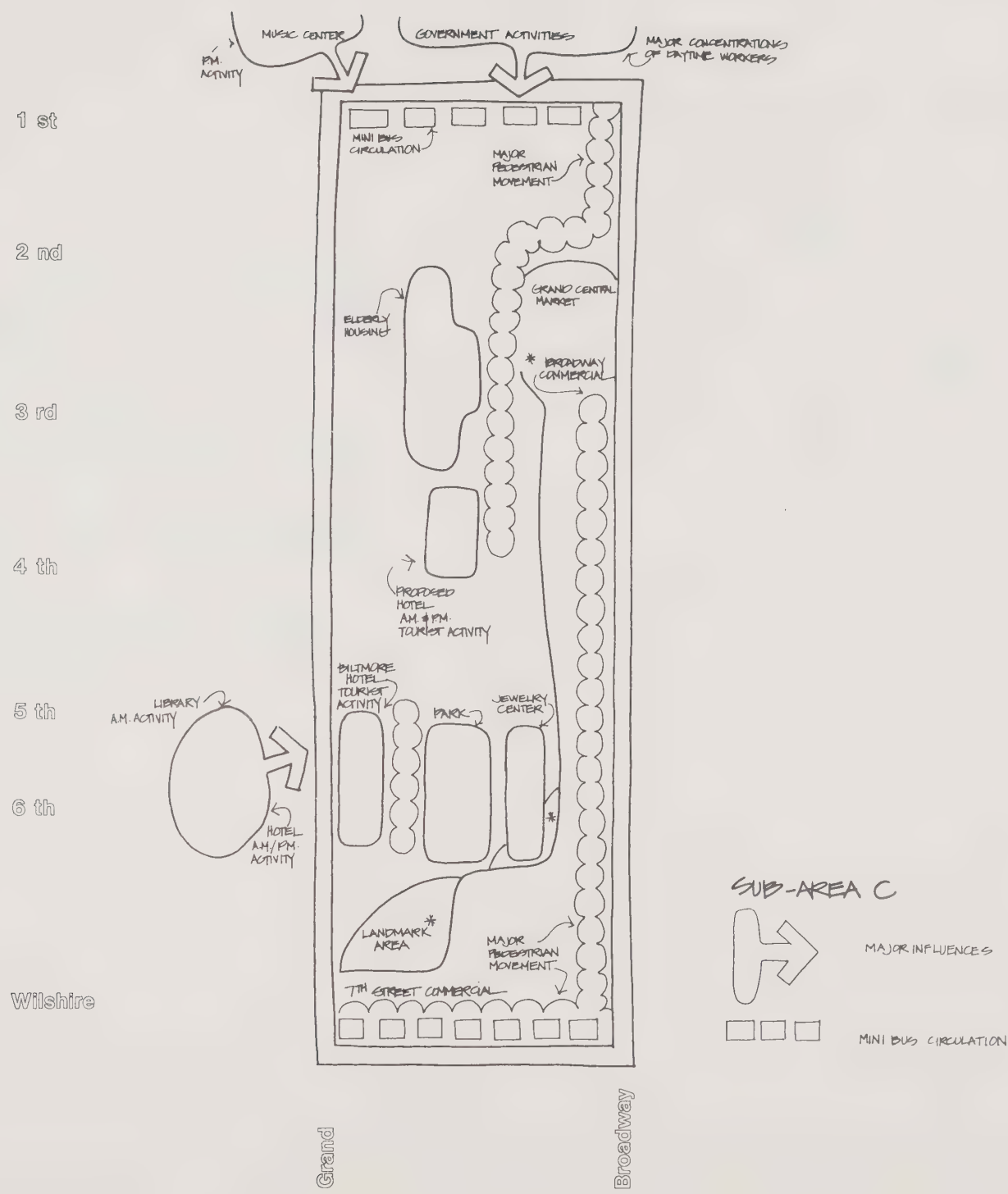
9 th



Grand

Broadway

Main

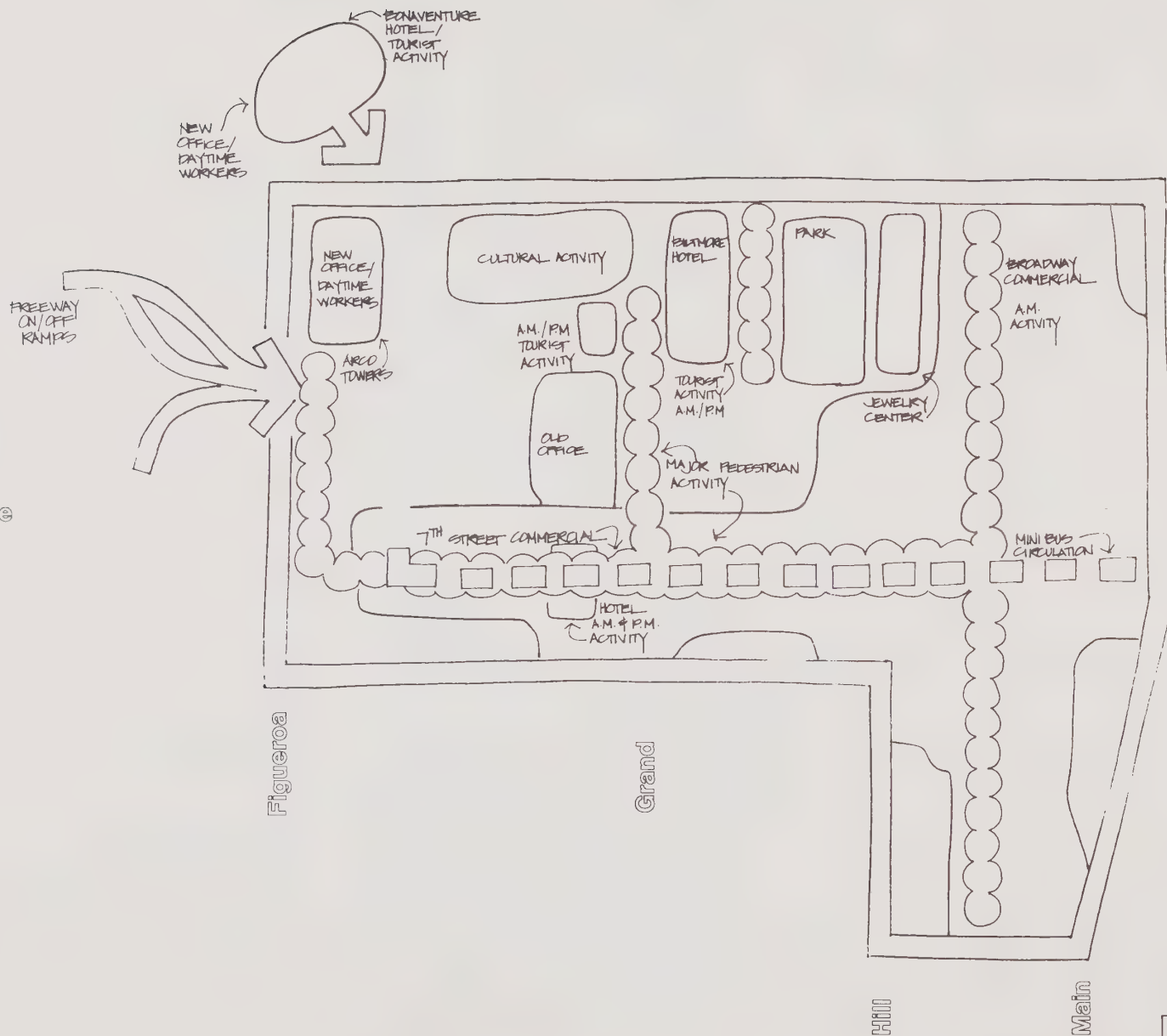


5 th

5 th

Wilshire

7 th



SUB-AREA D



MAJOR INFLUENCES



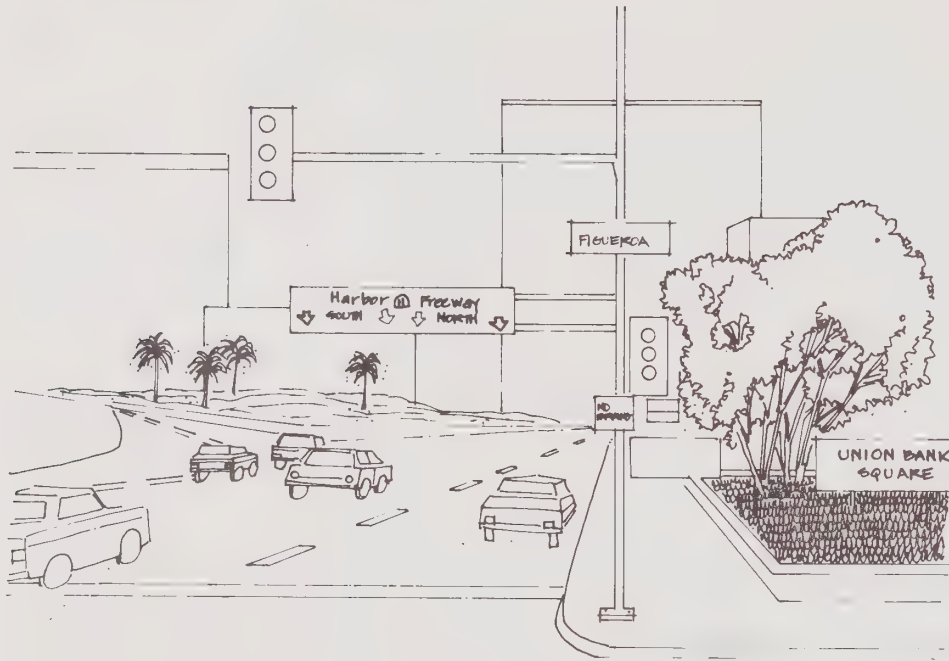
MINI BUS CIRCULATION

The proposals for Sub-Area A generally pertain to the following concerns:

1. Attention to public space details.
2. Satisfaction of Downtown user needs.
3. Personalization of the sidewalks.
4. Identification and highlighting of districts and landmarks.
5. Satisfaction of open space needs.
6. Connection of symbolic and functional areas of the City.
7. Reinforcement of positive land use patterns, elements and activities.
8. Creation of a more convenient and more readable environment.
9. Development of visual harmony along shop fronts and public spaces.

The planning and design recommendations which follow are offered as a framework for revitalizing the Downtown streetscape. The accompanying implementation strategies provide one scenario for realizing the goals of the Study.

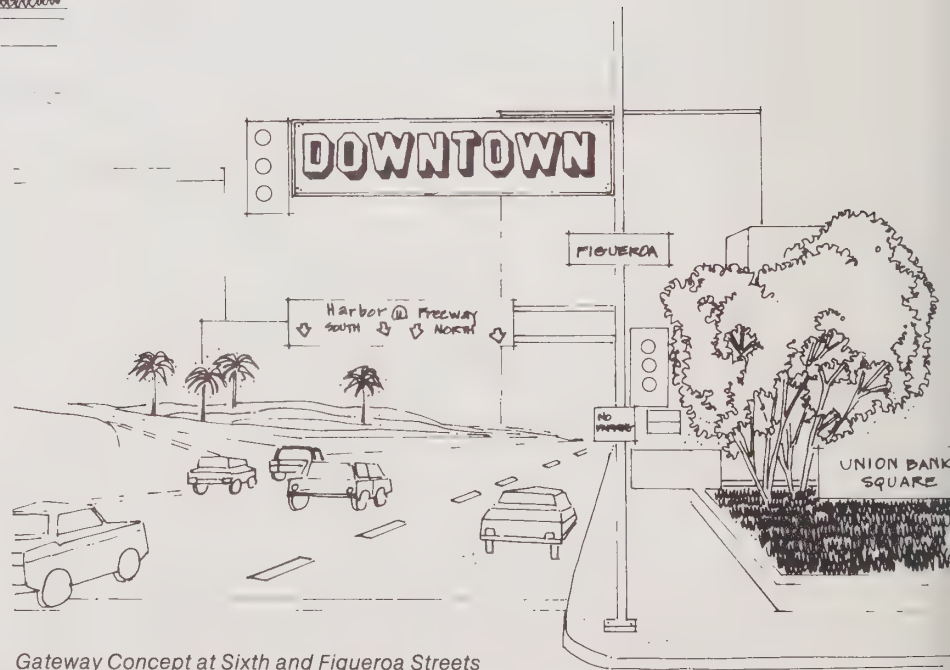
sub-area recommendations



Gateways

Gateways can project a special area recognition and order. They can orient pedestrians and motorists and identify points of entry to Central City. By formally demarcating Downtown's boundaries, gateways can also reinforce Central City's image as a unique regional center of government, commercial, residential, industrial and entertainment activities. Gateway design can be simple or complex. It can range from a simple sign to special landscaping or an intricately designed wall, ornament or sculpture.

Central City needs a clear system of gateways located at major points of ingress and egress. Such gateways will help direct Downtown users and project a "sense of place" currently missing from the Downtown area.



Gateway Concept at Sixth and Figueroa Streets

Project: Gateways

Procedure

1. Council motion to establish a study team to make specific location and design recommendations.
2. Task Force of DOT, Cultural Affairs, Public Works, CRA and Central City Association to prepare study.
3. Review by Public Works Committee.
4. Council action.

Comments/Issues

1. Project can be completed to coincide with the 1984 Olympics.
2. Open design competition can publicize project and expand design options.
3. Cost of each project must be provided, as well as the ability of the City to manufacture and install same.
4. Important locations include rapid transit and train stations and all freeway ramp entrances and exits.
5. Community name signs presently on surface streets are too small, and not strategically located.

Funding/Feasibility

1. No specific funds identified at present.
2. Large CBD corporations may contribute if in conjunction with the Olympics or other major events.
3. Signage similar in size and material to freeway signage would not be expensive to manufacture and install (\$5-16/sq. ft.).

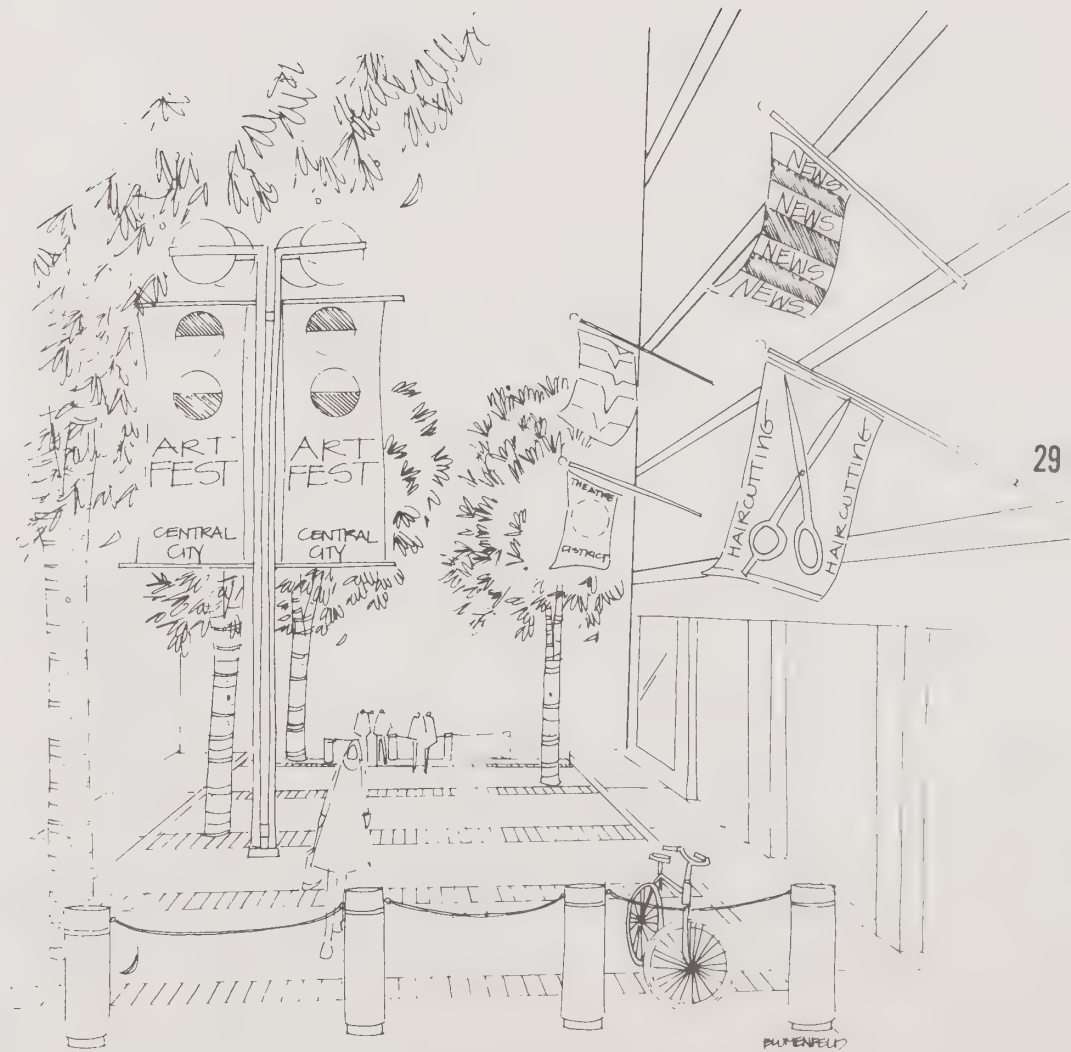
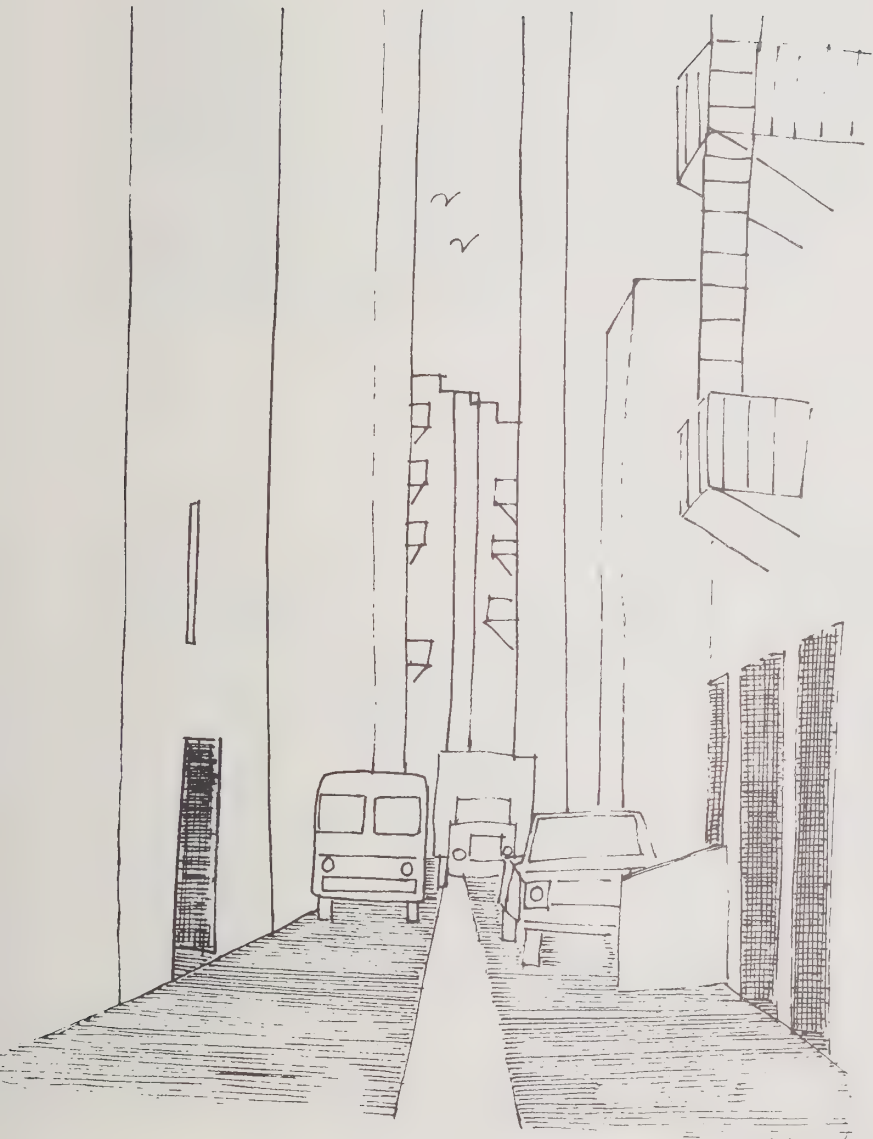
Pedestrian Ways

Several underutilized streets and alleys within the sub-area present opportunities for creating interesting park, plaza and pedestrian spaces. Once a street or alley has been closed to through auto traffic the space can be designed to accommodate shopping and recreational activity. Pedestrian ways can also provide a physical and

symbolic link between significant areas of Central City. An ambitious program of pedestrian way development will provide needed open space in proximity to Downtown residents, shoppers and office workers. Such pedestrian areas can also serve as community or district focal points and stimulate adjacent commercial development.



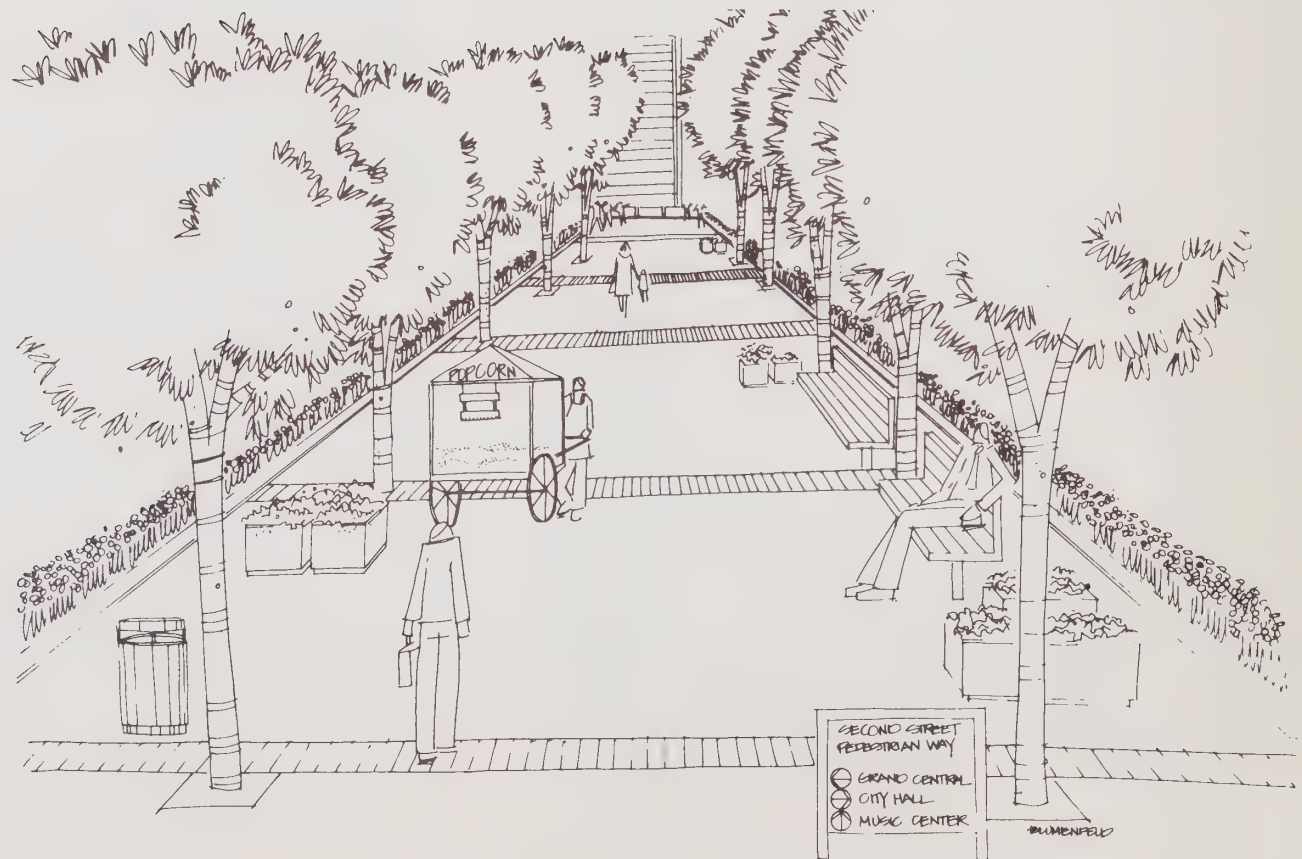
Pedestrian Way Concept at Fifth and Hope Streets



Pedestrian Way Concept at Frank Court

Second Street Pedestrian Way

The Angelus Plaza senior housing project has located "full-time" Downtown users at the eastern edge of the Bunker Hill Redevelopment Project. Unfortunately, there is currently little usable open space in the vicinity of the new housing project. The need for providing public open space will become more acute as the adjacent Hill Street commercial area between Second and Third Streets is more heavily used by residents. In order to satisfy open space needs and to give impetus to the revitalization of the commercial strips adjacent to the housing project, a pedestrian way can be created by closing Second Street between Hill Street and Grand Avenue to auto traffic. The space can serve as a quiet sitting and recreation area. An important pedestrian connection will also be provided between the shopping areas around Grand Central Market and the easterly sections of Bunker Hill.



Pedestrian Way at Second Street
Connecting Hope and Grand Street



Harlem Place Pedestrian Way

Harlem Place is currently a connection of unsightly underutilized alleys. Redevelopment of this alley offers possibilities for extending revitalization efforts along Spring and Main Streets by providing unique commercial locations for such things as specialty shops, outdoor cafes and vending activities. Harlem Place can also provide much needed open space in proximity to government, office and garment industry workers. Clearly, the proposed pedestrian way should be more than just a place to walk through. By opening the backs of contiguous stores and buildings and by redeveloping several adjacent unsightly parking lots, an exciting network of commercial and open space can eventually be created.

*Pedestrian Way at Harlem Place
Connects Second and Third Streets*

Project:

Pedestrian Ways

Procedure

1. Council initiates request to City Engineer to study vacations identified in this Study.
2. Normal vacation proceedings set in motion.
3. Conveyance of easement (to Recreation and Parks Department).
4. Public improvements proposed for each alley.
5. Funding by Council for improvements.
6. Implementation will take place over several years.

Comments/Issues

1. Priority locations need to be identified.
2. Thematic options - active or passive.
3. Lighting - if night use anticipated.
4. Who provides maintenance and security?
5. Which City departments have a role in the design?
6. Consider solar effects.
7. Consider landscaping options given solar orientation.
8. Pedestrian signage should provide directions to sites.

Funding/Feasibility

1. No capital expense to vacate. Improvements will require funding.
2. No known capital funds available. Specific CRA work program activities might include implementation funds.
3. Perhaps a redefining of responsibilities of Recreation and Parks Department to encourage leisure elements in vacated alleys; expand jurisdiction of Cultural Affairs Department to promote murals, banners, sculpture, etc.
4. Tree People, Conservation Corps might help with landscaping.

Grand Central Market

Streetscape Improvements

As the only major retail food market in Central City and as a principal historic component of Downtown, Grand Central Market merits special attention with landmark signage and vicinity streetscape improvements. The Market serves a local clientele, but its potential as a special tourist and shopping attraction is not fully realized. Thus, in order to make Grand Central Market a more visually accessible focal point for pedestrian activity, mature street trees should be planted along Broadway and Hill Street to highlight the Market entrances and historic landmark plaques and pedestrian signage should be provided to facilitate visits by tourists and shoppers. Downtown workers might be encouraged to visit the Market during lunch time with simple improvements to the building facade and sidewalk area. Area wide commercial revitalization activity might also be stimulated by initial investment in the Market.

Trips to the Market can be made more conveniently with the provision of mid-block transit shelters and the addition of crosswalks with special paving treatment. These streetscape improvements should be augmented with enforcement of the City's truck delivery regulations. The Market receives a constant flow of street and sidewalk deliveries which are disruptive and hazardous to pedestrians. The elderly residing across from the Market have a special problem coping with the hazards of double-parked trucks and sidewalk deliveries. Restriction of daytime truck deliveries will therefore permit an unobstructed view of Grand Central Market from adjacent streets and resolve some of the safety problems for Market users.



Project:

Grand Central Market Streetscape Improvements

Procedure

1. The planting of mature street trees to the east and west of the Market should be done at the owner's expense, since there are too few property owners involved to form an assessment district. The owner can consult with the Planning Department and the Street Tree Division of the Department of Public Works for permits, planting requirements and recommendations for tree species.
2. Landmark plaques, pedestrian signage, transit shelters, benches and crosswalk improvements are addressed elsewhere in this Study and should be coordinated with street tree planting to insure proper placement of public improvements and to minimize disruption to area circulation during construction.
3. Strict enforcement of existing parking and unloading provisions contained in the Municipal Code will seriously interfere with the ability of the Market to function. Commercial vehicles, for lack of an alternative, are often double parked or parked for extended periods along Hill Street, in violation of Section 80.60, which limits unloading time to 20 minutes. Code changes are needed, therefore, to improve pedestrian and delivery access and to make Grand Central Market a more successful facility.

The procedure to effectuate such Code changes is as follows:

- a. Council motion to initiate study of problems.
- b. Report by Public Works, DOT and CRA with suggested changes.
- c. Implementation of adopted provisions.

Comments/Issues

1. Trees should relate to area landscaping at Angelus Plaza to tie adjacent blocks together.
2. The words "Grand Central" should be incorporated on adjacent transit shelters.
3. A representative from Angelus Plaza should be involved in developing streetscape plans.
4. The crosswalk signal should be timed with the elderly in mind.
5. Wheel chair ramps should be incorporated in new sidewalk treatment.

Funding/Feasibility

1. The implementation of the entire package of suggested improvements depends upon City and private commitments for funding. As measured by the existing and potential volume of pedestrian activity, the total cost of improvements is minimal.
2. Several cities have recently rejuvenated their markets (e.g., Boston's Faneuil Hall Marketplace attracts 12 million visitors a year).
3. The project can be completed in one to five years.

Urban Design Suggestions for Street Trees

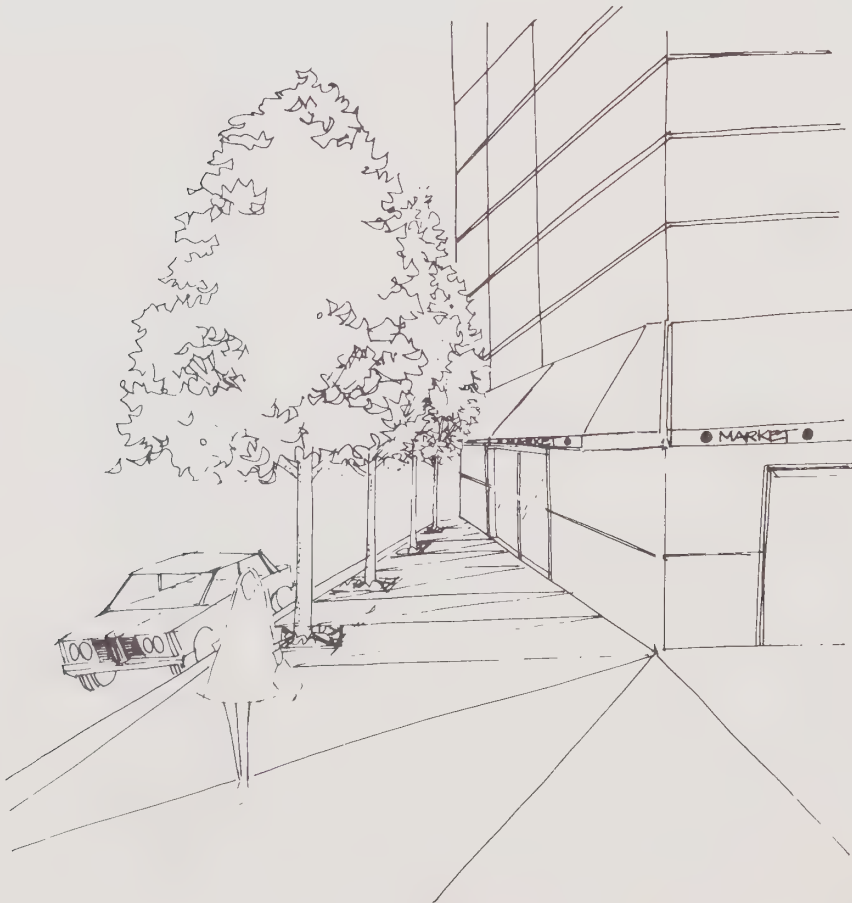
Visual coherence in the Central City is lacking largely because of the random selection and haphazard arrangement of street trees. The City currently maintains a set of tree planting policies that do not enhance the visual quality of Downtown.

Street trees should be considered an integral part of City design, not an appendage to private and public developments. A careful utilization of street trees can help define important parts of the City, and can establish area continuity, by linking prominent Downtown activities. Thus, a consistent spacing of trees and a prudent selection

of tree types will help unify Downtown by providing visual organization to City streets and sidewalks.

Central City needs revised tree planting, maintenance and tree removal policies. A clear set of urban design standards for street trees should be developed and systematically implemented along major pedestrian routes and all other significant areas of the Central City.

The following suggestions for urban landscape treatment are offered for selection, location and maintenance of Central City street trees.



Problem:

Arbitrary tree selection inappropriate to the scale of Downtown sidewalks, streets and buildings.

Solution:

Introduce common tree type scaled to surrounding environment. Select trees based upon scale, branch structure and foliage density.

Problem:

Trees are constantly pruned too small to soften geometry of Central City streets or to provide sufficient tree canopy for sidewalks.

Solution:

Revise Downtown tree trimming policies to permit a continuous shade canopy and branch spread (e.g., typical tree spacing at 20-foot intervals with a canopy of 16 feet).

Problem:

Different tree types located on the same or opposite block face weaken the spatial relation between buildings and sidewalks and create visual disorder.

Solution:

Identify and plant one appropriate tree type along select contiguous or adjacent blocks to unify block faces, buildings and sidewalks.

Problem:

Stark open, treeless parking lots present large, bleak views to pedestrians and contribute to a negative impression of Downtown.

Solution:

Plant double rows of thick shade producing trees along the perimeter of parking lots to both screen and define parking lot locations.

Problem:

Incoherent tree pattern and random planting fails to establish relationship between public and private spaces.

Solution:

Uniform tree planting and spacing to link functional and symbolic areas of the City. Use the careful arrangement of street trees to accent and identify Central City spaces.



Project:

Urban Design Suggestions for Street Trees

Procedure

1. Council office requests study.
2. Planning Department submits recommendations to Board of Public Works and coordinates with Street Tree Division of Bureau of Street Maintenance.
3. Board adopts or modifies suggestions.
4. New policies implemented over several years.

Comments/Issues

1. Policies should reflect low water and maintenance requirements.
2. Cost each tree type.
3. Seek Central City Association endorsement.
4. Avoid surface-seeking roots, fruit drop and other similar problems.
5. Coordinate with Project: Elevated Planter Berms.
6. Solicit input of horticulturalists at Department of Recreation and Parks.

Funding/Feasibility

1. Phased program of implementation as trees are replaced due to disease, traffic accidents, or through assessment districts, and/or new development.
2. No major cost differences anticipated.
3. All policy decisions determined by Board of Public Works. Major CRA projects involve consultation with the Board.

Street Tree Containers and Planter Berms

Tree containers provided along Central City sidewalks are used as trash receptacles and generally sprout small sickly trees. The 3-foot by 3-foot containers are too small to accommodate larger, full, shade trees appropriate to the scale of City streets. Thus, whenever possible, all street trees should be planted in the ground or should be planted in large elevated planter berms.



BAD:

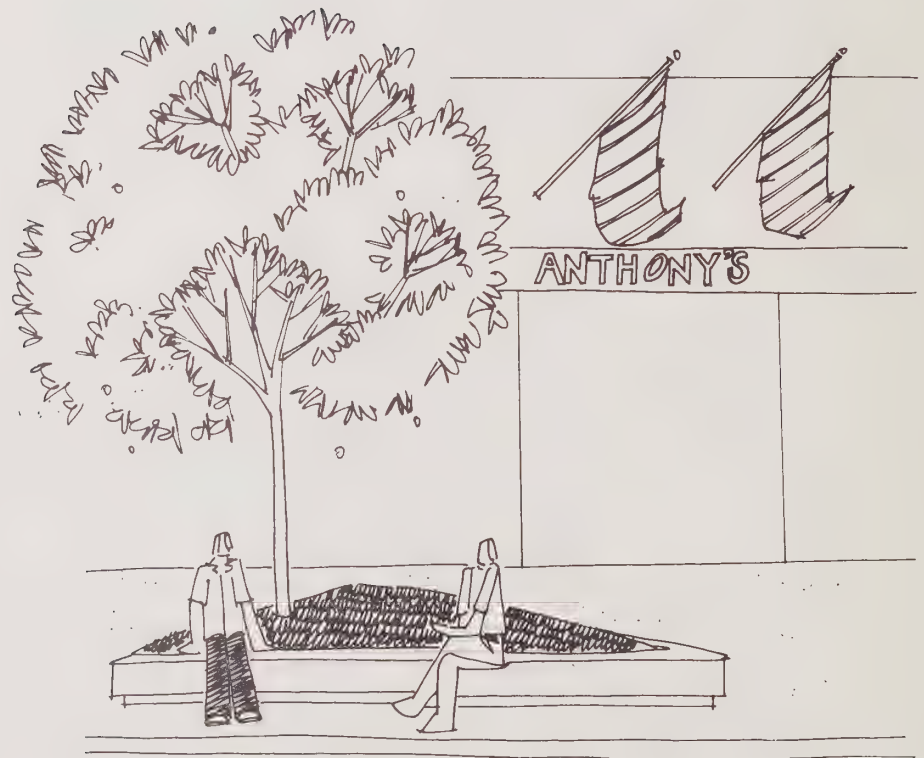
Existing tree containers are too small to permit growth of full, healthy, shade producing trees.



BETTER:

However, existing tree containers cannot accommodate larger trees appropriate to the scale of Downtown streets and sidewalks.

Downtown landscaping can become more observable along sidewalks by removing the unsuccessful existing containers and consolidating planting in elevated planter berms. The planters can be designed to fit Downtown sidewalks and typically range in size from 3 to 4 feet wide, 12 to 14 feet long and 18 to 24 inches deep. The planters can be factory fabricated or constructed from concrete forms.



BEST:

The elevated planter berm will permit use of larger trees, and can be filled with grass or ground covers to contribute additional green space along city sidewalks. The planter berm also affords a place to sit when designed with a 12-inch coping.

Project: Elevated Planter Berms

Procedure

1. Planning Department and CRA coordinate with Street Tree Division of the Bureau of Street Maintenance to submit proposed planting plans to Board of Public Works.
2. Board adopts or modifies proposals.
3. New policies implemented.

Comments/Issues

1. Consider sidewalk widths and pedestrian movement in design.
2. Design for low maintenance, low water demand.
3. Provide a variety of designs for specific user groups, e.g., elderly, shoppers, etc.
4. Develop project costs on a block by block basis.
5. Review examples in literature from other cities.
6. Seek commercial community endorsement.
7. Certain sculpture could be integrated with concept.
8. Coordinate with Project: Urban Design Suggestions for Street Trees.
9. Consider effects of R3 Ordinance.

Funding/ Feasibility

1. Funds currently earmarked for tree containers could be reprogrammed for berm construction.
2. Will be limited to sufficiently wide sidewalks.
3. Will require increased level of expenditures.
4. Should be eligible for block grant funds.
5. Can be implemented on narrow sidewalks if future highway changes occur, e.g., no parking and elimination of a traffic lane, conversion of street or alley to pedestrian way.

Historic Area Improvements:

Historic Preservation Overlay Zone

Efforts to rehabilitate Downtown's historic building stock and to fully utilize the historic area bounded by Third and Ninth Streets along Spring Street and Broadway largely depend upon implementation of the City's Historic Preservation Overlay Zone. The Overlay Zone goes beyond the designation of individual buildings by creating a preservation district which can include street lights, court yards, gates, etc. Thus, the Overlay Zone recognizes the importance of all major elements of the historic area and enlarges the scope of preservation action. Enactment of such zoning regulations can give impetus to the Downtown preservation movement by reaffirming the importance of the entire historic area.

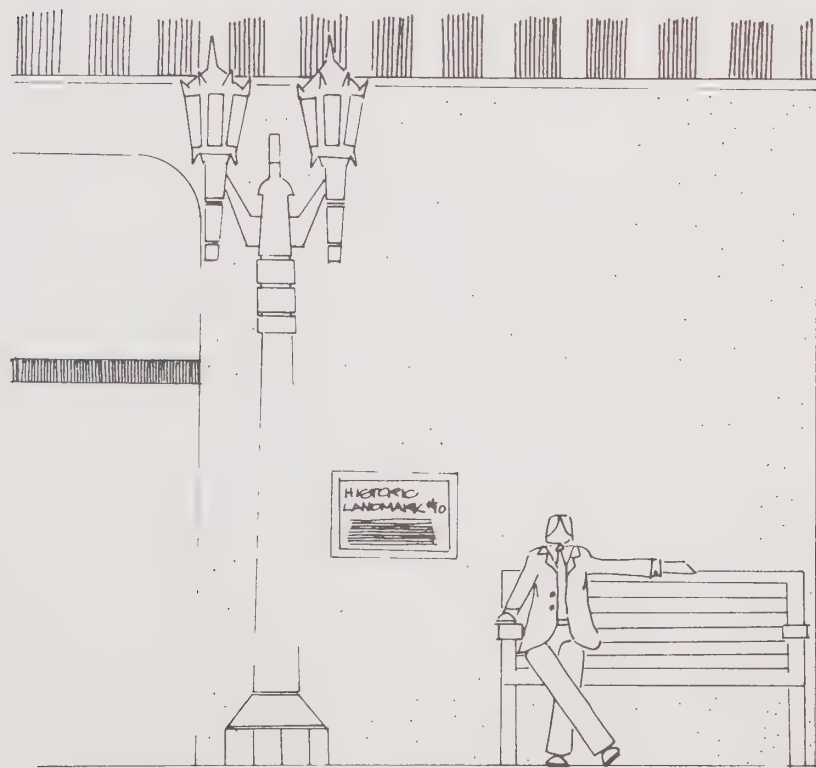
Alternative Building Code

Preservation and reuse of landmarks is impeded by escalating rehabilitation costs and the air of uncertainty associated with

mandatory compliance with the Uniform Building Code. Therefore, alternative building and zoning regulations must be enacted which are less stringent in nonlife safety requirements. Implementation of the State of California Alternative Building Code will help resolve some of the problems associated with historic building rehabilitation.

Landmark Area Streetscape Improvements

Downtown's historic building stock is a unique resource which can enhance the City's image and vitality. However, this resource must be tapped through the reuse and sensitive rehabilitation of landmark buildings and by creating clearer visual connections between newer and older sections of Central City. Important relationships between Downtown's newer and older areas can be strengthened by highlighting recognized historic landmarks with special signage, through the development and installation of permanent walking tour maps and historic markers and by providing landmark area period street lighting, landmark architectural lighting and street furniture.



Historic
streetlight

Historic
markers

Period
street furniture



Pedestrian signage
and walking tours

BLOHMENFELD

Project:

Historic Preservation Overlay Zone

Procedure

1. Council initiates or private party files application with Planning Department for a designated portion of Downtown.
2. Cultural Heritage Board reviews application and prepares survey.
3. Planning Commission makes determination on boundaries and architectural/historic survey.
4. Council acts on results of survey.
5. Establishment of Historic Preservation Association and implementation of activities.

Comments/Issues

1. Property owners need to be thoroughly informed of the impacts of the Overlay Zone.
2. How will Association develop and implement rehabilitation guidelines?

Funding/Feasibility

1. Survey may cost applicant money or much time if done by volunteers.
2. Current historic survey by CRA may provide bulk of needed documentation.
3. Application fee is \$680 for first block, \$450 for each additional block; no cost if Council initiated.

Project:

Landmark Signage

Procedure

1. Establish ordinance to require information signs at all City-designated landmarks and sites.
2. Public Works, CRA, Cultural Heritage Board and Historic Preservation Associations, if established, consider and select alternative sign styles, size, design, etc., to be harmonious with designated sites.
3. Cultural Heritage Board prepares historical statement.
4. Fabrication and installation by Public Works.

Comments/Issues

1. Must be vandal and graffiti resistant.
2. Implementation schedule must be developed.
3. Signs should be eye level where possible.
4. Determine number of signs and standard location(s) for display.
5. Historical societies can assist in writing historical text.
6. Open design competition for signage can promote public interest in area preservation.
7. Signs can be inexpensive.

Funding/Feasibility

1. Administrative costs after completion of design selection will be minimal.
2. Possible funding through grants or donations from the National Endowment for the Arts, private corporations, etc.

Project:

Alternative Building Code

Procedure

1. The City Council Building and Safety Committee should review proposal for the Alternative Building Code (ABC).
2. The approval of the ABC could be limited to Downtown application only in conjunction with an approved Historic Preservation Overlay Zone.

Comments/Issues

1. Discuss relationship to adopted seismic ordinance.
2. Indicate how the ABC and Los Angeles Municipal Code (LAMC) differ and how such differences prevent or inhibit rehabilitation activities at the present time.
3. Support from Building and Safety, CRA and Planning will be essential in addition to building owners. Councilman should meet with all of the above prior to scheduling on Committee agenda.

Funding/Feasibility

1. No funding needed.
2. Feasibility should improve if ABC is limited, at least initially, to one council district with strong private and public support.

Historic Mini Bus Loop

Downtown's mini bus offers another opportunity to integrate older and newer sections of Central City. The current mini bus route is designed to primarily serve Bunker Hill, Chinatown and CBD shopping and lunch trips. The heavily used route underscores Downtown's inherent potentials as a shopping, entertainment and pedestrian center.

Central City's large daytime population will become more familiar with the historic area if the existing successful mini bus operation is extended or rerouted along a more easterly alignment. The current route retraces its path rather than following a continuous loop through the historic areas of Broadway, Spring and Seventh Streets. The relocation of State office facilities along Spring Street promoted by the Community Redevelopment Agency may also give impetus to a more easterly mini bus alignment. By building upon the successes of the existing mini bus and by developing an extended operation along Spring Street, local architectural resources can be displayed to tourists, workers and shoppers. Convenient access to Downtown landmarks may in turn contribute to the economic vitality of the historic area. Therefore, an extended mini bus operation can provide an important stimulus for economic revitalization of the old financial district and encourage preservation efforts in these areas.



Project:

Mini Bus Historic/Cultural Loop

Procedure

1. RTD/CRA discuss individual service systems and propose methods and financial arrangements to combine routes.
2. Council endorsement of agreement.

Comments/Issues

1. Opportunity for historic area literature on vehicles by Cultural Heritage Board and other groups.
2. Coordinate brochures at hotels to include mini bus route map with points of historic/cultural interest.
3. Suggest validation to CBD merchants as a means of attracting additional customers.
4. Investigate monthly passes for riders, available at a discount.
5. Implementation of a one year test.

Funding/Feasibility

1. Council or merchants may wish to partially finance if merger proposal will have significant benefits.

Vending

Vending activity can achieve several functions: it can service a need unfulfilled by regular business; it can act as a social generator, animating the sidewalks with street life; and it can add an aesthetic dimension to the streetscape with colorful graphics, kiosks, banners and signage. Typical vending operations including popcorn, pretzels and other snack-foods; flowers, plants and small craft items can also stimulate local commercial activity, without directly competing with Downtown businesses. Many cities have a variety of ordinances permitting the selling of food and goods outdoors. Unfortunately, the Los Angeles Municipal Code all but prohibits outdoor vending of any goods on public rights-of-way. While some of the restrictions on outdoor selling are necessary to promote health, safety and welfare, most are poorly conceived and inhibit pedestrian activity.

Public and private spaces Downtown can benefit from the addition of small vending operations along sidewalks and in private plaza areas. Many large empty plazas can be enlivened with the introduction of controlled vending operations which add an active social element to the street. Vending controls can include sidewalk leasing arrangements and the issuance of vending permits, in order to regulate health, safety and aesthetic concerns. Thus, in order to maximize pedestrian activity and to enhance Central City's image as a social place, it is necessary to revise the Municipal Code to permit carefully regulated vending along Downtown streets and in parks and plazas.



Project: Vending

Procedure

1. Background study initiated by Council or Board of Public Works.
2. Planning Department and CRA review vending ordinances in Los Angeles and other cities, and examine lease arrangements in public and private spaces e.g. Rouse Corporation in Boston.
3. Planning Department and CRA compile standards of prototypical designs of vending carts from industry and street furniture designers.
4. Review licensing fees, suggest increased revenues.
5. Report and recommendations to Public Works Committee.
6. Council action.

Comments/Issues

1. Different prototypes for different situations, e.g. pedestrian ways, wide sidewalks, narrow sidewalks.
2. Color, materials, durability, mobility, size, life expectancy, trash, and sign standards should be examined.
3. Spacing regulations and locational criteria for public and private property must be established.
4. Primary enforcement by Bureau of Street Maintenance or Department of Building and Safety?

Funding/Feasibility

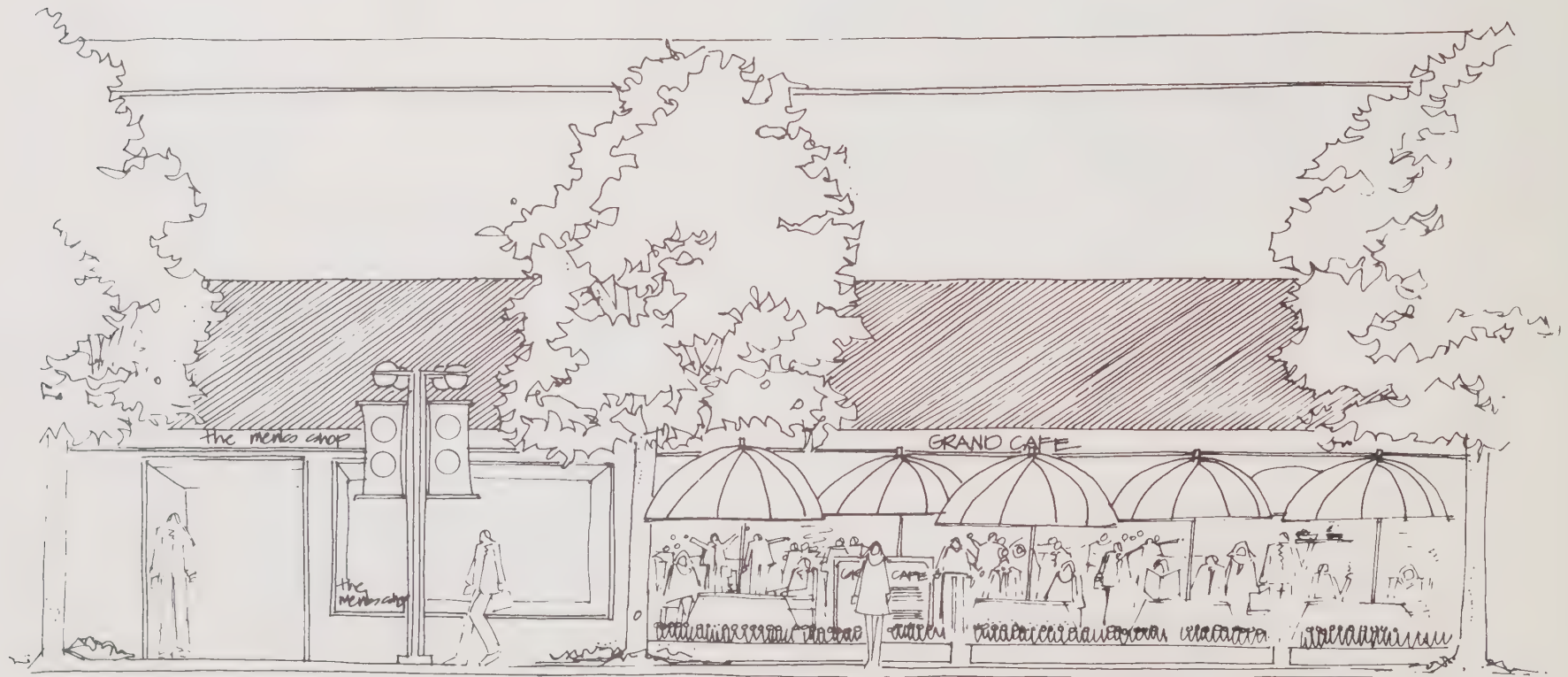
1. Minimal cost to City.
2. Initiate as pilot program in select areas of Central City.

Sidewalk Cafes

Outdoor cafes can enhance the visual and social quality of Downtown sidewalks. They can help unify buildings with the streetscape and animate the sidewalks with human activity. Few businesses relate pedestrians better to their surroundings or create a richer atmosphere of vitality and interest. By maximizing use of the sidewalk area with sidewalk cafes, it is possible to provide a constant surveillance of adjacent streets and sidewalks, thereby offering a measure of security to a commercial area.

Some Downtown sidewalks are too narrow to accommodate outdoor cafes and pedestrian activity. In some instances, the R3 street dedication ordinance exacerbates the problems of sidewalk capacity. However, many are sufficiently wide to permit the placement of tables

and chairs and allow unconstrained pedestrian traffic. An inventory within the sub-area reveals that many sidewalks are completely underutilized and that the addition of outdoor eating facilities will not significantly interfere with pedestrian circulation. Many eastern cities with inclement weather have developed planning and zone code policies which encourage sidewalk cafes along heavily used commercial streets. Ironically, in Los Angeles, where the weather permits year round street life, sidewalk activity is all but eliminated with prohibitions against all forms of sidewalk selling and outdoor eating facilities. Thus, the Municipal and Health Codes must be revised to facilitate the establishment of outdoor cafes in select areas of Central City.



Project: Sidewalk Cafes

Procedure

1. Council motion to initiate project.
2. Planning Department, Public Works, CRA and County Public Health set up task force to research and establish proposals.
3. Involvement by merchants will be essential.
4. Area(s) selected for application of proposals.
5. Report to Council for adoption.

Comments/Issues

1. Will parking be required?
2. How will cafe and sidewalk areas be delineated?
3. Should the number per block be limited?
4. Should alcohol and entertainment be permitted through current permit processes?
5. Will the implementation mechanism be provided through application and public hearing or by right?
6. How will physical design components be regulated, e.g. height of roof, degree of openness, signage, color and materials, etc?
7. How shall tenants pay City for use of public space?
8. Different regulations for pedestrian ways, sidewalks and private property plaza spaces, as appropriate.

Funding/Feasibility

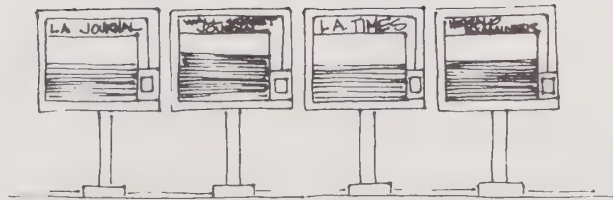
1. Few costs to City other than process of ordinance study, adoption and enforcement. City receives tenant rent.
2. All physical improvements to be provided by cafes.
3. Only certain locations present opportunities because of sidewalk width, availability of plaza spaces, lack of existing pedestrian ways, appropriateness of physical surroundings, availability of patrons and adjacent merchant opposition.

Newspaper Racks and Newspaper Vendors

A well conceived system of newspaper vending can add to the social and aesthetic quality of the City. As pedestrians browse through newsstand materials they extend use of the sidewalks. Thus, newsstands act as social generators and effectively provide a measure of security to the streets and sidewalks.

However current news vending activities generally detract from the appearance of Downtown. The proliferation and haphazard placement of newspaper racks and newsstands clutter Downtown sidewalks and often obstruct pedestrian traffic. Most newsracks and newsstands are not well designed and have a blighting effect. Los Angeles Municipal Code (LAMC) news vending regulations do not adequately address aesthetic or location concerns. Thus, revised standards for design and maintenance of newsstands and newspaper racks must be developed so that such vending operations are fully integrated elements of the streetscape. Newsstands should be uniformly sized and include graphics and pedestrian signage, and newspaper racks should continue to be permanently installed along major pedestrian streets.

Additionally, LAMC regulations regarding leasing of sidewalk space should be revised and enforced to optimally locate vending operations along major commercial streets, along proposed pedestrian ways and other pedestrian areas.



Permanently installed newspaper racks



Newsstands designed as street furniture with pedestrian signage

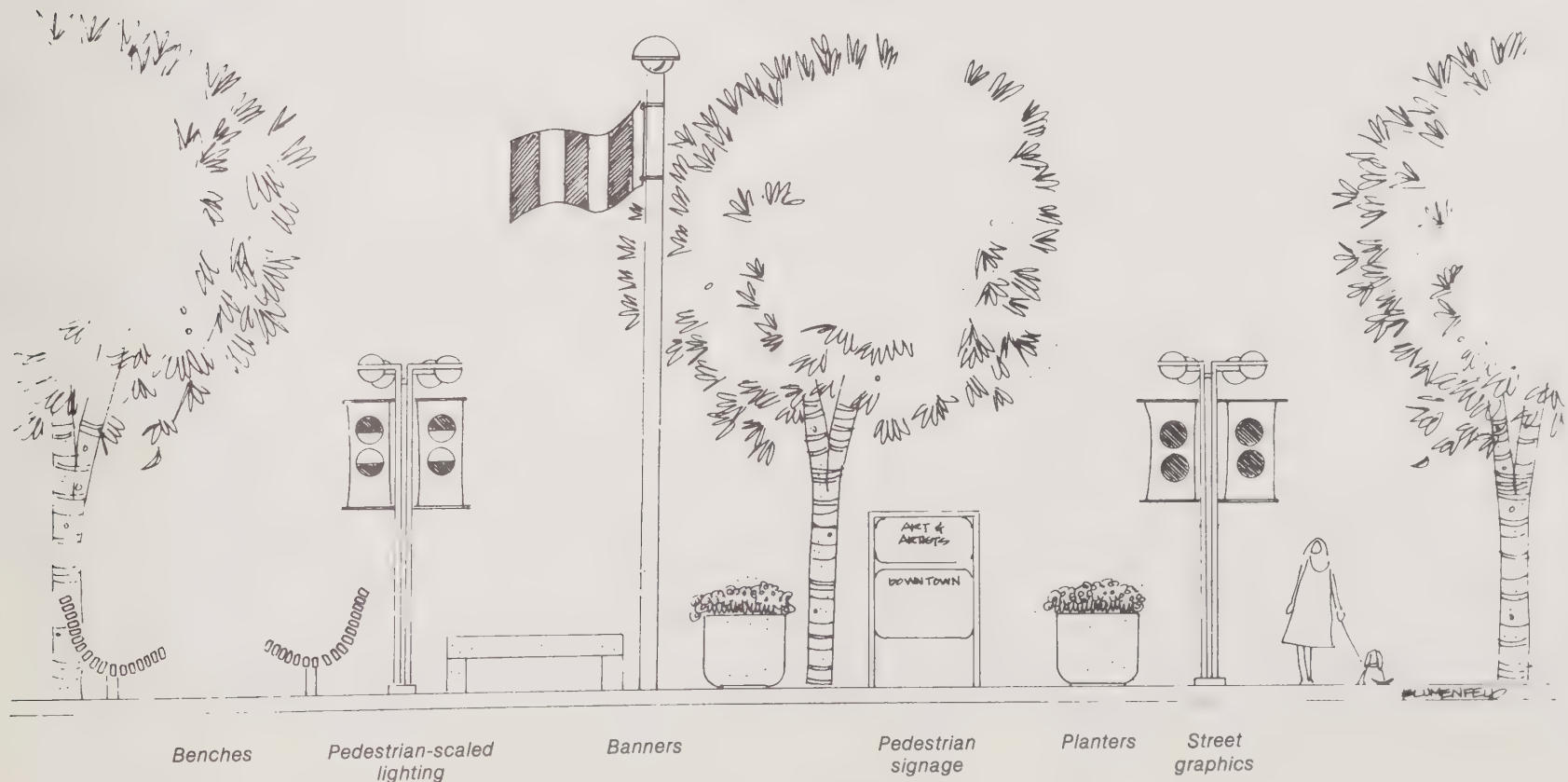
Street Furnishings

The physical and social image of Downtown is dramatically affected by the presence or absence of sidewalk amenities including benches, planters, pedestrian-scaled lighting, street graphics, pedestrian signage, sculpture and other furnishings. Central City is largely devoid of any street furniture with the exception of an unsuccessful tree planting program and an incomplete bus shelter project. Scattered attempts at providing street furniture offer little to a satisfactory pedestrian experience or towards the development of Downtown's image as an enjoyable place to visit or work.

All street furniture can be carefully sited to encourage maximum use and should be designed as a fitting element of the surrounding area.

For example, each district of Downtown (e.g. Chinatown, Civic Center, Broadway, Retail Core, Little Tokyo, etc.) can develop a special graphic for inclusion on pedestrian signage in order to emphasize area identity, and street benches can be sited in a face-to-face arrangement rather than back-to-back.

Several sections of the Los Angeles Municipal Code severely restrict the placement of benches and other street furnishings along City sidewalks. Thus, the Code must be revised to permit the addition of street furniture and a comprehensive streetscape program should be developed for select areas of Downtown.



Project: Newspaper Racks

Procedure

1. CLA/City Attorney review relevant legal material.
2. Planning and Public Works staff determine site options, consult vendors, review recent programs in other cities.
3. Public meeting to obtain interested testimony from Central City Association, other groups and individuals.
4. Ordinance drafted by City Attorney for Council adoption.
5. Ongoing enforcement.

Comments/Issues

1. Review current procedures and regulations for location of newsracks.
2. Assess newsrack design and resistance to crime and graffiti.
3. Investigate design as a component of bus shelter to reduce sidewalk clutter, as well as freestanding for other locations.
4. Tighten enforcement against abandoned racks.
5. Avoid haphazard newsrack placement.
6. Can correlation be shown with spread (or concentration) of blight?
7. How many racks per block? How many racks adjacent? How many racks per CBD?

Funding/Feasibility

1. Problematic as constitutional issue. City must base considerations on safety and welfare to pedestrians as well as aesthetic concerns.
2. Needs strong merchant support and City enforcement of applicable codes.
3. All costs are administrative to City.
4. Increased fines could help recover some costs. Permit fees could be increased along with shorter licensing periods.

Project: Newsstand Vendors

Procedure

1. Council motion introduced to regulate design and placement of newsstands.
2. City Attorney reviews relevant legal material.
3. Planning, CRA, and Public Works determine site options, consult vendors, Central City Association.
4. Ordinance drafted by above three agencies.
5. Council adoption.

Comments/Issues

1. How much spacing between newsstands?
2. Consider design, range of colors, materials, shape, bulk.
3. How much sidewalk width is needed to insure pedestrian circulation?
4. Review existing LAMC regulations.
5. Review licensing fees, violations and number outstanding.
6. Who inspects operations?
7. Who determines newsstand design?

Funding/Feasibility

1. Administrative costs to City in developing regulations.
2. Business license fee could be increased with shorter periods of authorization (currently \$18.75/annually).
3. Strong merchant support is essential.

Project: Street Furnishings

Procedure

1. Planning Department and CRA review applicable Municipal Code sections to develop street furnishing recommendations.
2. Define specific amenities to be provided, e.g. benches, planters, banners, etc.
3. Draft Code provisions to permit such facilities under various conditions and submit to Board of Public Works.
4. Board's action transmitted to Council for approval.
5. Implementation of new regulations.
6. Seek funding for furnishings.

Comments/Issues

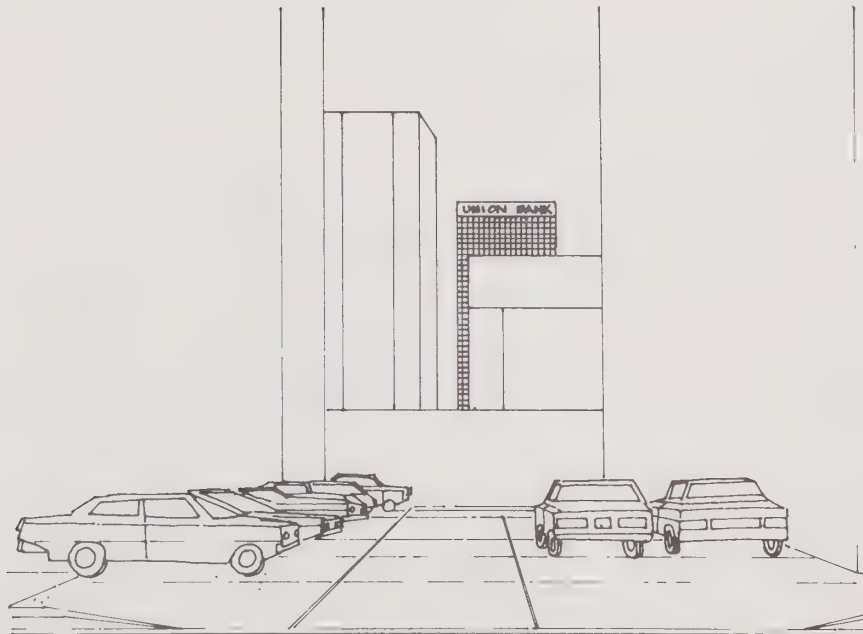
1. What is experience in other cities which have street furniture? Which designs are preferable?
2. Could a pilot program be initiated in part of Downtown?
3. What liabilities might the City face, e.g. personal injury?
4. What costs are anticipated for each element? Durability?
5. Should tie in with Project: Usable/Accessible Open Space.
6. Which elements complement one another?
7. How many elements per block? (Enough to satisfy intent).
8. Should there be one or several designs for each element?
9. Should street furniture contain advertising?
10. Do the users have special needs?

Funding/Feasibility

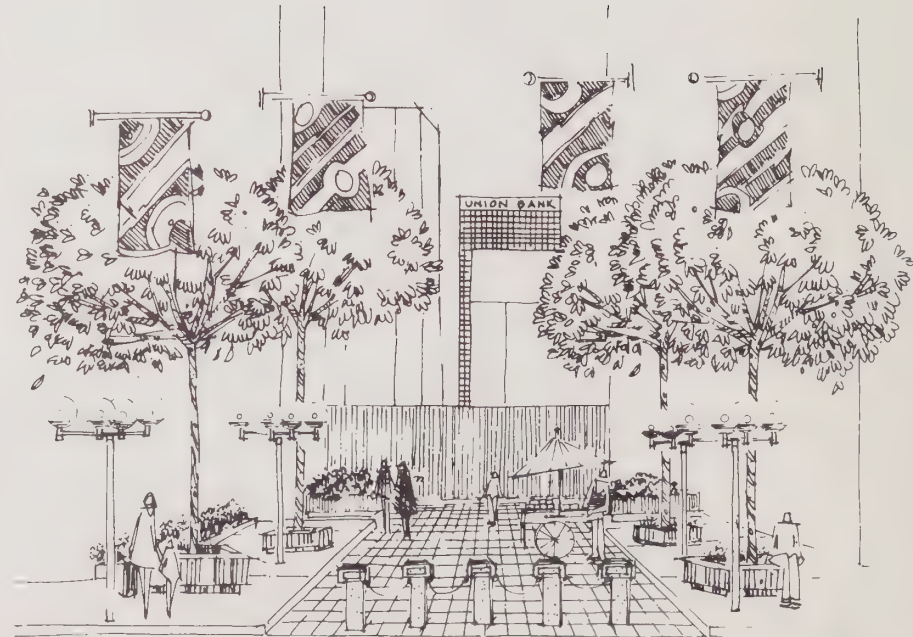
1. No known source at this time unless financed through assessment district, private foundation awards or advertising revenues.
2. Best opportunity for implementation is during redevelopment of major properties or through CRA approval process.
3. Perhaps redefining role of Recreation and Parks Department to include jurisdiction over sidewalk open space, plazas and alleys and/or expand jurisdiction of Cultural Affairs Department to promote murals, sculpture, banners, etc.
4. Possible use of CIP or Block Grant funds.

Small Parking Lot Conversions to Open Space

As the overlay maps indicate, Downtown is severely lacking in park area and open space. Selective conversions of small parking lots to park space offers a reasonable solution for increasing the supply of open space and removing the blighting influences of stark open parking lots. A series of well designed, converted park spaces will contribute visual relief to the streetscape and provide a quiet respite for pedestrians. Furthermore, the distribution of many of these potential parks provides opportunities for breaking up long, visually uninteresting blocks and for linking several streets at mid-block. Such park sites can also be designed and programmed to accommodate arts and community oriented activities.



Parking lot conversion concept Broadway and Third Street



Project:

Conversion of Parking Lots to Open Space

Procedure

1. Recreation and Parks and CRA determine available funds for acquisition and development of site(s).
2. Recreation and Parks estimates costs for development of suggested sites.
3. Report to Council requesting Division of Real Estate to do appraisal.

Comments/Issues

1. Priorities - locations (need, linkage) - and costs for alternative sites.
2. Do other funds exist or are they available through grants for the City to purchase and develop sites?
3. Degree of active vs. passive theme development.
4. Maintenance.

Funding/Feasibility

1. A shift in priorities of Recreation and Parks acquisition program is not likely at this time.
2. May require innovative financing methods. Adjacent property owners could purchase and develop sites with certain rights for commercial use that is appropriate to the site, such as open air sales of arts and crafts, flowers, food, books, performances by musicians, mimes and jugglers.
3. Possibility of FAR transfer to adjacent property owner.
4. Little argument that open space is needed.
5. No conflict with Municipal Code, General Plan.

Mid-Block Bus Stops and Crosswalks

Some CBD bus routes contain bus stops conveniently located at mid-block. Such mid-block stops reduce pedestrian and auto congestion at street intersections and ease bus movements to the curb lane. Mid-block bus stops can also add to the visual quality of Downtown with colorful signage and graphics. Unfortunately, there are too few mid-block stops and few bus stop amenities for riders. Thus, special effort should be made to enhance existing mid-block stops with landscaping and street furnishings (i.e. seating, trash containers, crosswalk treatment, phones, shade trees) and to plan additional mid-block stops throughout Central City.

Spring Street Bus Stop Improvements

Historic street lights, mid-block crosswalks and bus stops and mature street trees contribute to the pedestrian quality of Spring Street. In order to unify these sidewalk elements and to enhance existing commercial activity, mid-block bus stops should be improved with bus shelters, landscaping and pedestrian signage. Special pavers or other crosswalk treatment should be added to visually connect adjacent blocks and large shade trees can be used to highlight all crosswalk and bus stop locations.

Project: Mid-Block Bus Stops and Crosswalks

Procedure

1. Planning, CRA, Department of Transportation, Bureau of Engineering and City Attorney (Team) coordinate policy language for Council approval.
2. Planning provides liaison to SCRTD to insure compatible policies.
3. Policy adoption by Council.
4. Development by Team of phased implementation schedule and priority locations.
5. Determination of materials specifications, sizes, colors, arrangement of elements, logos, themes, etc. by Public Works, Cultural Affairs Department and Team members.
6. Approval by Council after referrals to Inter-Governmental Relations, Public Works and Transportation Committees.

Comments/Issues

1. Public relations meetings by SCRTD and Downtown merchant groups prior to commencing development and as each facility is provided.
2. Maintenance of facilities most important to make program successful: daily trash collection, phones in working order, healthy well-maintained trees.
3. What effects will crowds of transit riders or pedestrians have on mid-block businesses?
4. Project needs to be coordinated with the City's bus shelter program and any other streetscape program for Downtown.

Funding/Feasibility

Many of the individual amenities are already provided routinely (e.g., trees, trash cans, posted bus stops) albeit in an uncoordinated way. This project will aggregate them in a manner more useful to transit riders. Public benefits of increased transit patronage, reduced auto emissions and reduced energy consumption can be realized. Certain personnel costs, such as interagency coordination and physical costs, such as paint and other materials, will be incurred. Implementation is to be incremental as new shelters and route changes are effectuated.

New Construction Design Recommendations

GROUND LEVEL RETAIL, THIRD STORY BUILDING ARTICULATION AND LANDSCAPING, OPEN SPACE, PLAZAS AND SIGN GUIDELINES

A series of guidelines relating to first floor building uses, third story setback designs, landscaping and plazas should be developed to reinforce an active, pedestrian oriented scale in Central City.

Stores, window displays and clear simple signs attract pedestrian attention and create a pleasant urban environment. Unfortunately, most large modern office buildings invariably locate lobbies or banks at the first floor level thereby missing the potential to attract the kind of pedestrian activity engendered by shops and restaurants. In the "New Downtown", modern office buildings typically occupy whole blocks, creating dull and visually uninteresting expanses. A dull block face is exacerbated when the building contains a regular, unarticulated facade from the ground to the top floors. Thus, efforts to maximize pedestrian activity should include the requirements that new highrise development contain first floor retail uses to ensure a good mix of stores and restaurants and that buildings receive special articulation and landscape treatment to at least the second or third stories within the pedestrian line of vision from the sidewalk. These articulated areas can be designed as part of the open space network downtown. Additionally, blank, monotonous walls should be prohibited at the ground level.

Third story building articulation and landscaping will add visual interest to the streetscape and help soften the geometry of the City. A better relationship between buildings and sidewalks will also be created while multiplying the amount of usable Downtown open space.

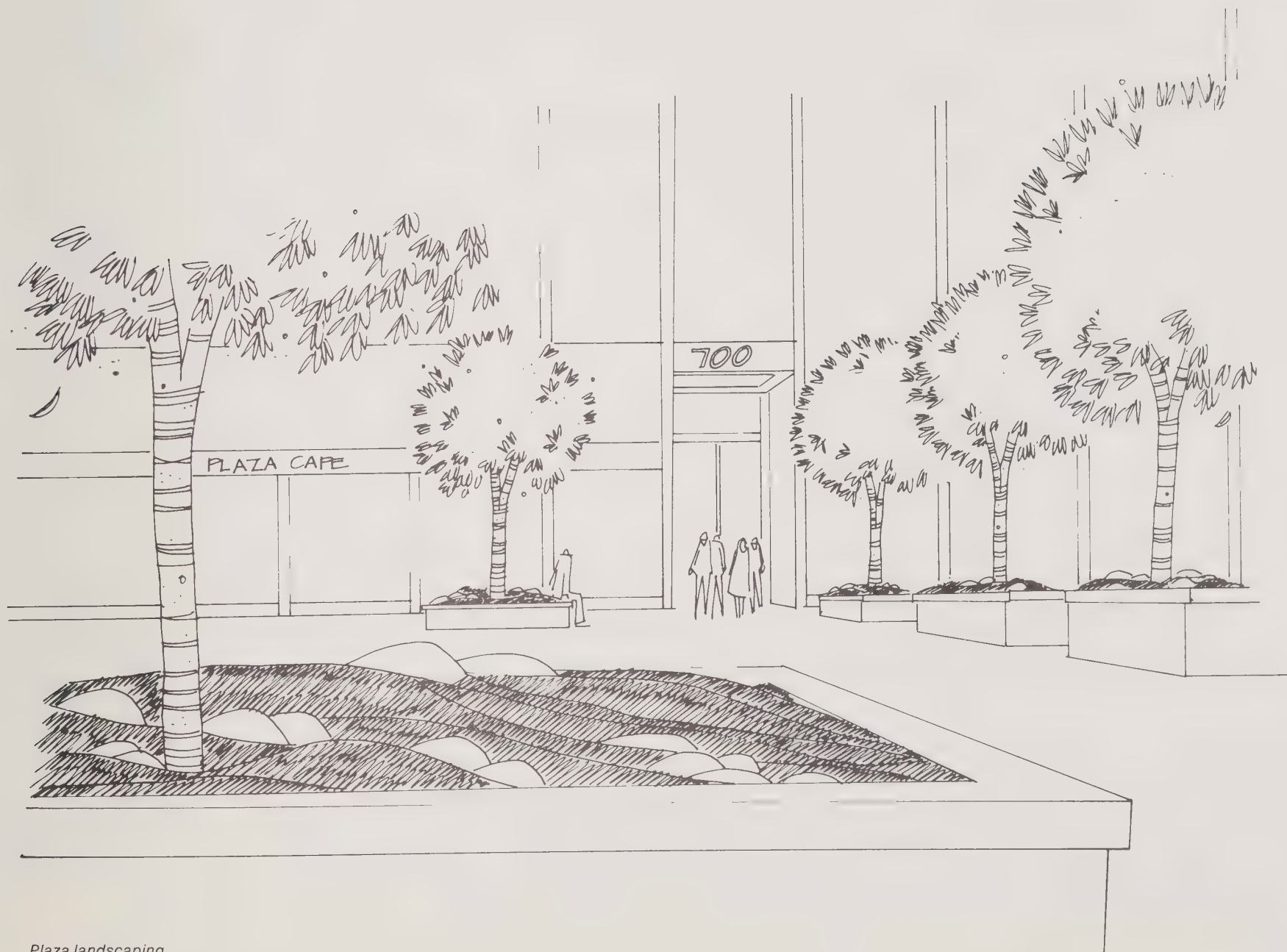
Sun and shading setback guidelines also merit attention. It is important that new buildings allow ample penetration of sunlight to the street and that some shaded areas be provided along streets during the summer months. Thus, the design of buildings should be sensitive to the action of sun and shadow at different times of the day and year.

Where plaza space is provided, it should be enhanced with mandatory improvements including planters large enough to accommodate mature trees and other plant materials, benches, pedestrian signage, bicycle parking facilities and drinking fountains. Pushcart vending should also be encouraged along plaza areas providing that carts or stalls are designed to enhance the visual environment. Clearly, the provision and siting of plazas are a special open space consideration requiring the establishment of design guidelines.



BLUMENFELD

Ground floor retail, building articulation
and landscaping to third story.



Project:

Ground Level Retail

Procedure

1. Council motion to initiate new regulations to require ground level retail within specific area(s) of Central City.
2. Planning Department reviews experience from other cities and prepares ordinance with CRA input.
3. Draft ordinance(s) sent to Commission and Council after City Attorney review.
4. Council action.

Comments/Issues

1. What are appropriate boundaries within CBD?
2. Which specific uses? One hundred percent of ground floor?
3. Can additional retail survive? Is there sufficient demand?
4. Why isn't retail provided now?
5. Sign regulations will be necessary. Refer to Project: Commercial Rehabilitation Guidelines: Sign Standards
6. How successful has this project been elsewhere?
7. Increased truck deliveries can be expected
8. Affects new construction only.
9. No General Plan conflicts.

Funding/Feasibility

1. All privately financed, except public buildings in which case government entity receives leasehold income.
2. Precedent exists in other cities (see New York City ordinances and "Guiding Downtown Development", City of San Francisco).

Project:

Minimum Landscaping Requirements to Third Story

Procedure

1. Council introduces motion for Planning/CRA study of costs, feasibility, geographic area and nature of landscaping treatment.
2. Planning/CRA review legal precedent and literature.
3. Linkage and impacts on Elevated Pedway studied.
4. Council action on report and recommendations.

Comments/Issues

1. Landscape entire perimeter or street-visible portion(s) only?
2. How extensive should the plantings be?
3. Consider relationship between street trees and third story trees - size, color, leaf, etc.
4. Consult with City horticulturalists, Street Tree Division for species.
5. Require that green areas be usable and emphasize natural spaces rather than formal concrete surfaces with occasional planter boxes/containers. See, for example, Paley Park and Greenacre Park, New York City.
6. Consider solar orientation for landscaping.
7. Especially needed where elevated pedways connect to buildings.

Funding/Feasibility

1. No expense to City. All landscaping provided by developers at construction.
2. Some older CBD buildings have landscaping at third story - Biltmore, First Interstate Bank at Spring and Fifth Streets, building across from Mayflower Hotel.
3. Developers may resist the additional architectural considerations, loss of rental space and long term maintenance. Can the City offer trade-offs?
4. No Council or Commission actions previously on this matter.

Project:

Usable/Accessible Open Space

Procedure

1. Planning Department, assisted by Department of Recreation and Parks and CRA, prepares ordinance for CBD.
2. Council action.
3. Upon adoption, CRA and/or Department of Building and Safety reviews provision of developers' plans for pedestrian amenities and accessibility.
4. Between granting of permit and Certificate of Occupancy, all installations in place by developer. This is a long range project implemented only in conjunction with new construction.

Comments/Issues

1. Refer to New York City zoning ordinance for example of computing open space formula and amenities.
2. Encourage variety of open space environments - quiet parks, festival/circus atmosphere, artistic settings, view parks, etc.
3. Consider solar orientation for people and plants.
4. Provide efficient irrigation systems for landscaping and plant selection which require moderate or less water.

Funding/Feasibility

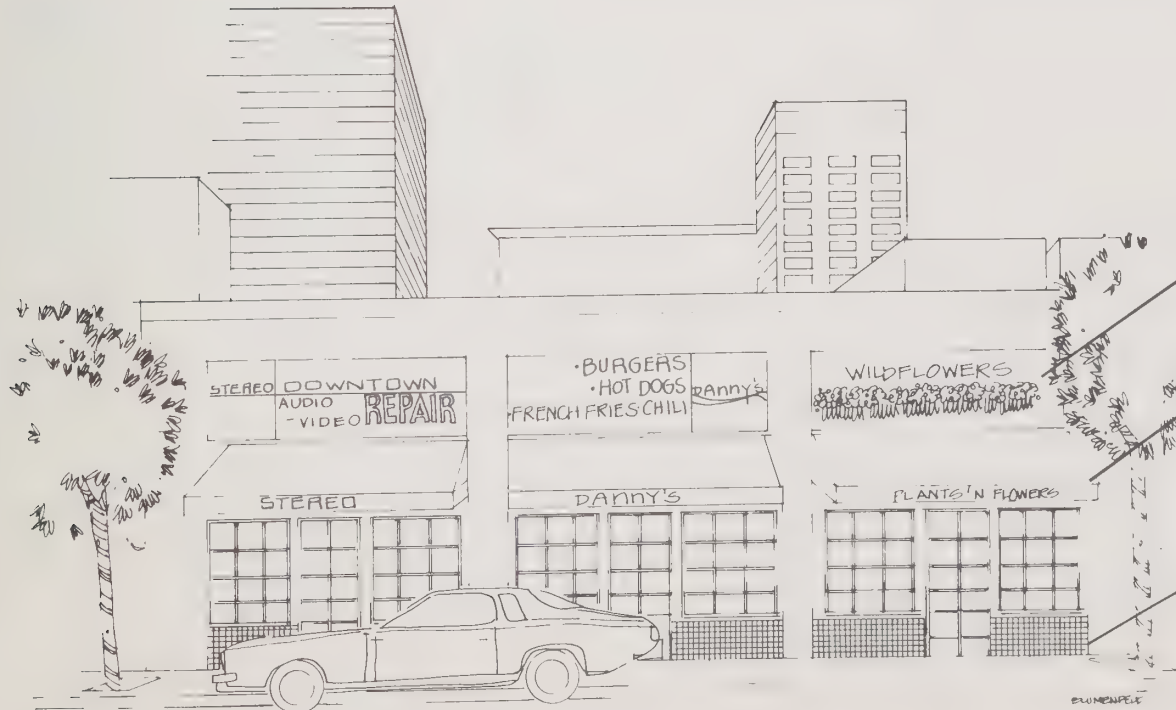
1. No excessive costs and possible construction cost reductions to developer to provide barrier free access.
2. Providing usable space will entail minor additional costs - benches, water fountains, etc.
3. On-going minimal costs to City occur only at Building and Safety Plan Check when plans are submitted.
4. Project is not retroactive and applies only to new development.
5. Public benefits are considerable: additional enjoyable open space is made available for Downtown users without need to raise taxes.

Commercial Rehabilitation Guidelines

Earlier sections of this Study suggest guidelines for treating the public spaces and new construction Downtown. Strategies for rehabilitating specific commercial strips are offered here to complement public space improvement programs. Shop fronts and signage are major elements of the streetscape which color perceptions of an area and therefore warrant special attention. The following suggestions are offered for rehabilitation of Downtown commercial areas:

1. In historic areas encourage restoration of original building facades to retain the architectural integrity of buildings.
2. Establish historic facade guidelines.
3. Establish uniform guidelines for shop facade scale, proportion, character, color and materials, so that all shops along a block face are visually compatible.
4. Establish guidelines for shop signage size, color and placement and develop amortization periods for removal of non-conforming signs.
5. Establish guidelines for shop awning materials and placement to visually unify the commercial area.
6. Encourage use of private landscape treatment and maintenance through use of window boxes and planters.

TYPICAL COMMERCIAL STRIP REHABILITATION



Design clear, simple, signage

Hang signs and awnings at a common height along contiguous shops of the same building

Establish uniform facade treatment consistent with the building design

Project:

Commercial Rehabilitation Guidelines

Procedure

1. Council motion instructing Planning Department or CRA Board motion instructing its staff to develop guidelines, criteria, scope of rehabilitation efforts.
2. Review existing commercial revitalization experiences in Los Angeles and elsewhere.
3. Discussions with sample of store owners to determine interest level, possible private funds available.
4. List private, private/public implementation options and time schedules for each, e.g. assessment district, CDD project, demonstration project, CRA loans, etc.
5. Council review and action on findings and recommendations.

Comments/Issues

1. How pure need the restoration be?
2. Will improvements cause rent to escalate and thereby displace tenants.?
3. Are City controls necessary or could project be operated by merchants association?
4. If upper floors are involved with Building Code violations, can ground floor retail be improved?

Funding/Feasibility

1. No capital costs for City.
2. Increased tax revenues anticipated.
3. Most improvements would be non-structural and affect facades and interior remodeling.
4. In conjunction with Historic Preservation Overlay Zone would function very well in preserving architectural style.
5. Needs support of property owners and merchants.

Project:

Sign Standards

Procedure

1. Council initiates Specific Plan Study.
2. Planning Department reviews existing sign regulations in Municipal Code and in other cities.
3. Meetings with Central City Association, other CBD merchant groups and individuals.
4. Recommendations and report to Council.
5. Council action.

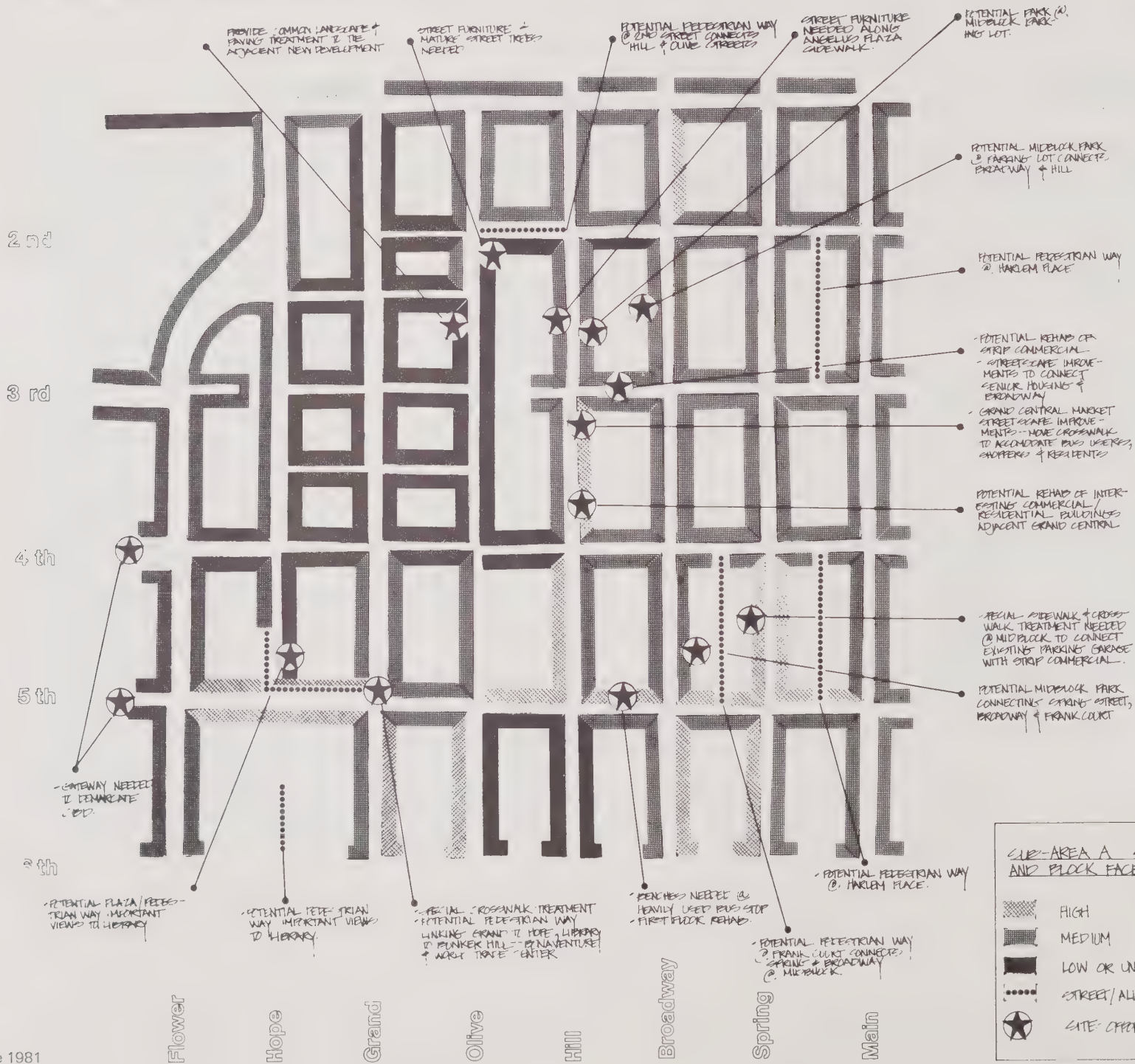
Comments/Issues

1. Physical considerations: size, material, placement, lighting, color, sidewalk tree interference, number per store.
2. Sign review by CRA.
3. No control over content.

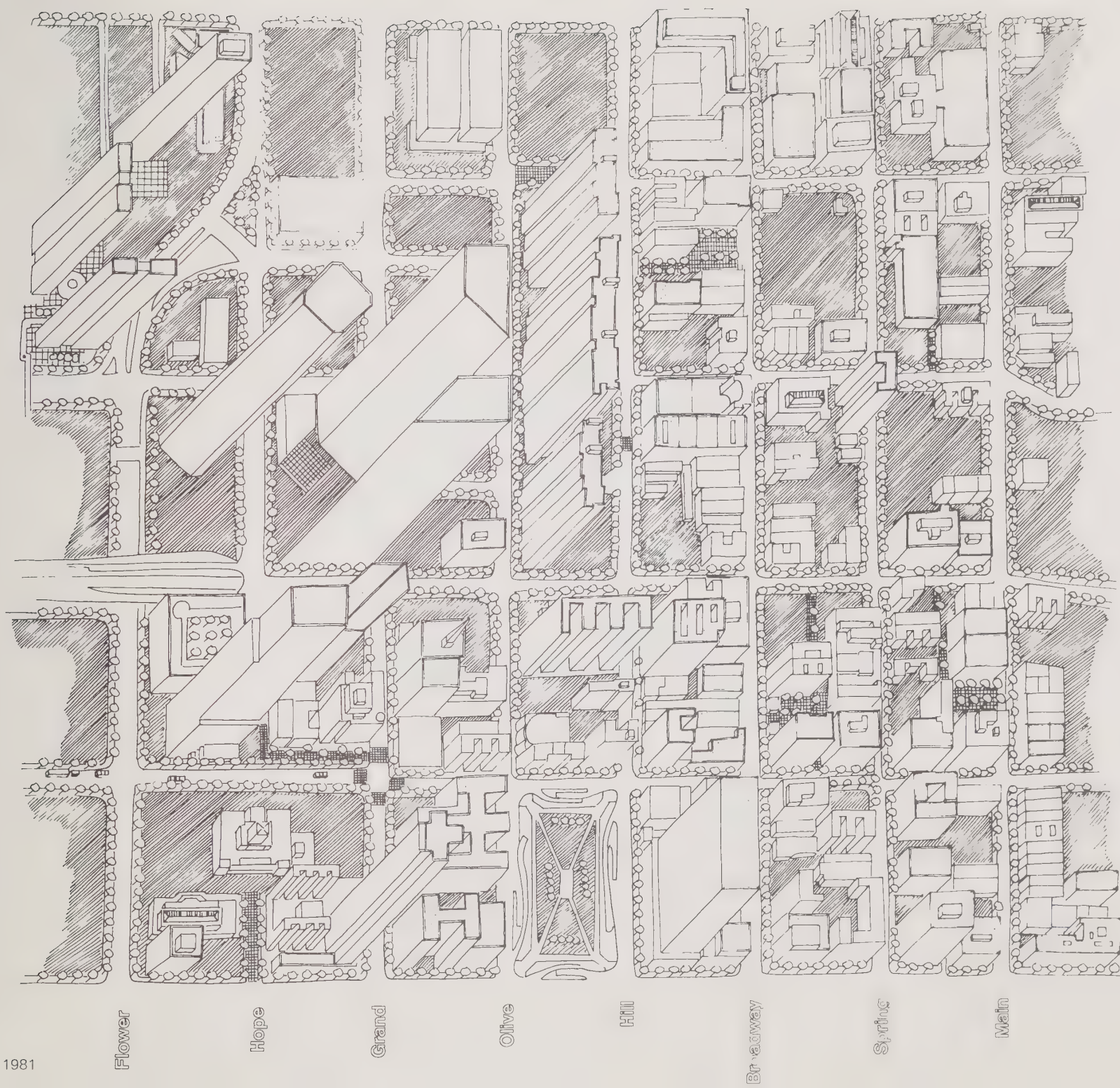
Funding/Feasibility

1. No City expenses. Sign review can be fee supported.
2. Merchants must see advantages in increased sales in order to support ordinance.
3. May be more heavily supported in areas on fringe of new development than on east side.
4. Amortize costs of existing nonconforming signs over several years to defray expense to merchants.

sub-area summary map



June 1981



Flower

Hope

Grand

Olive

Hill

Broadway

Spring

Main

6 th

5 th

4 th

3 rd

2 nd

1 st

PROJECT IMPACT MATRIX

THIS MATRIX IS A USEFUL REFERENCE DURING THE PLANNING PHASE OF PROJECT IMPLEMENTATION. THE MATRIX INDICATES WHICH PROJECTS ARE LIKELY TO IMPACT UPON ONE ANOTHER. THESE CONSIDERATIONS WILL HELP INSURE COMPATIBLE PROJECT DEVELOPMENT.

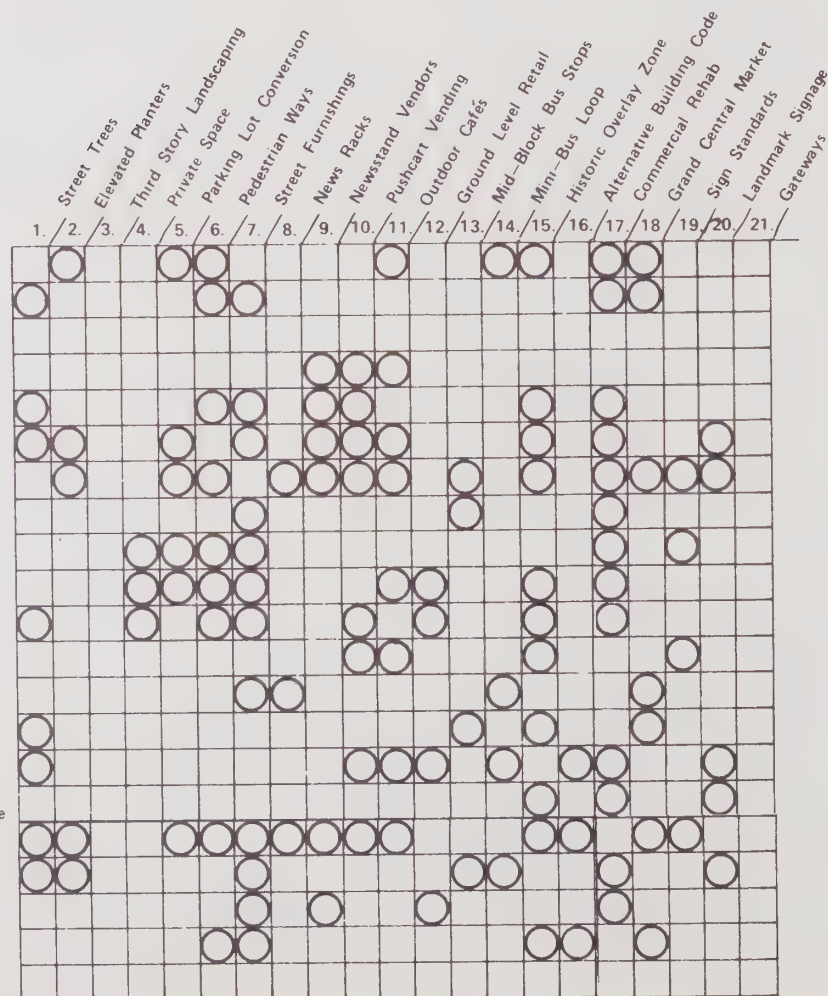
PROBABLE IMPACT

YES ☐

NO ☐

PROJECTS



1. Street Trees
2. Elevated Planters
3. Third Story Landscaping
4. Private Space
5. Parking Lot Conversion
6. Pedestrian Ways
7. Street Furnishings
8. News Racks
9. Newsstand Vendors
10. Pushcart Vending
11. Outdoor Cafes
12. Ground Level Retail
13. Mid Block Bus Stops
14. Mini-Bus Loop
15. Historic Overlay Zone
16. Alternative Building Code
17. Commercial Rehab
18. Grand Central Market
19. Sign Standards
20. Landmark Signage
21. Gateways



PROJECT SUMMARY MATRIX

THIS MATRIX IS TENTATIVE AND DOES NOT IMPLY ANY COMMITMENT BY THE AGENCIES AND DEPARTMENTS.

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21
	Street Trees	Elevated Planters	Third Story Landscaping	Open Space	Parking Lot Conversion	Pedestrian Ways	Street Furnishings	News Racks	Newstand Vendors	Pushcart Vending	Outdoor Cafe	Ground Level Retail	Mid-Block Bus Stops	Mini-Bus Loop	Historic Overlay Zone	Alternative Building Code	Commercial Rehab	Grand Central Market	Sign Standards	Landmark Signage	Gateways
LOCATION																					
Area Wide	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Site Specific																					
TIME FRAME																					
Short (less than 1 year)	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Middle (1 – 5 years)	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Long (more than 5 years)	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
PARTICIPANTS *																					
City Planning	○	○	●	●	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○
Public Works	●	●	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○
CRA	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○
Building & Safety	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○
Rec & Parks	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○
DOT	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○
SCRTD	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○
Private	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○
Cultural Affairs	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○
Other	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○
FEASIBILITY																					
Positive	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Neutral																					
Negative																					

* LEAD 
OTHER 

BLOCK APPRAISAL

ELEMENT	SCORE	
	Possible	Actual
Plan	10	
Zoning	10	
Historic Value	10	
View Quality (in pedestrian terms)	5	
Block Design (materials, articulation, design)	7.5	
Scale (in pedestrian terms)	7.5	
Pedestrian Amenities (landscaping, benches)	14	
Pedestrian Use	10	
Maintenance	5	
Public Transit Access	3	
Private Transit Access	3	
Special Users (if any)	5	
Night Activity	10	
TOTAL		
COMMENTS		

conclusion

This Study provides some revitalization possibilities for Downtown. The recommendations presented here are the product of a detailed look at one section of the City. The analysis has surfaced abundant, yet untapped, resources for making Downtown a round-the-clock, social place. It recognizes that new development offers the basis for creating a healthy street life, but that a city needs more than a collection of new buildings. The fact that much new development has not significantly contributed to active use of the streets nor altered negative regional perceptions of Downtown speaks to the need for the implementation of appropriate City policies and regulations to complement the City's current redevelopment program.

Thus, it is time to enlarge the scope of redevelopment to enhance the pedestrian environment. It is also important to expand the concept of the pedway system to include Downtown streets, sidewalks, plazas and other public spaces. It is important that we make Downtown work for people by providing the physical and social underpinnings to make it work. There are numerous opportunities to reinforce a positive Downtown image. One need only to look to the current scale of new development or the quality of the old financial district to recognize the inherent possibilities for Downtown.

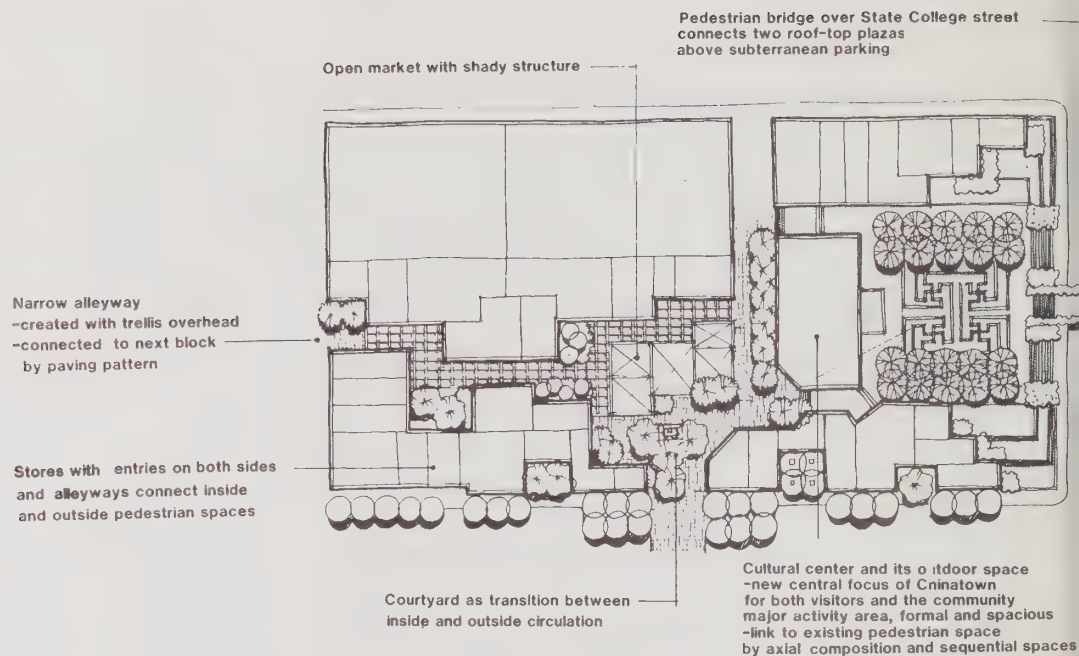
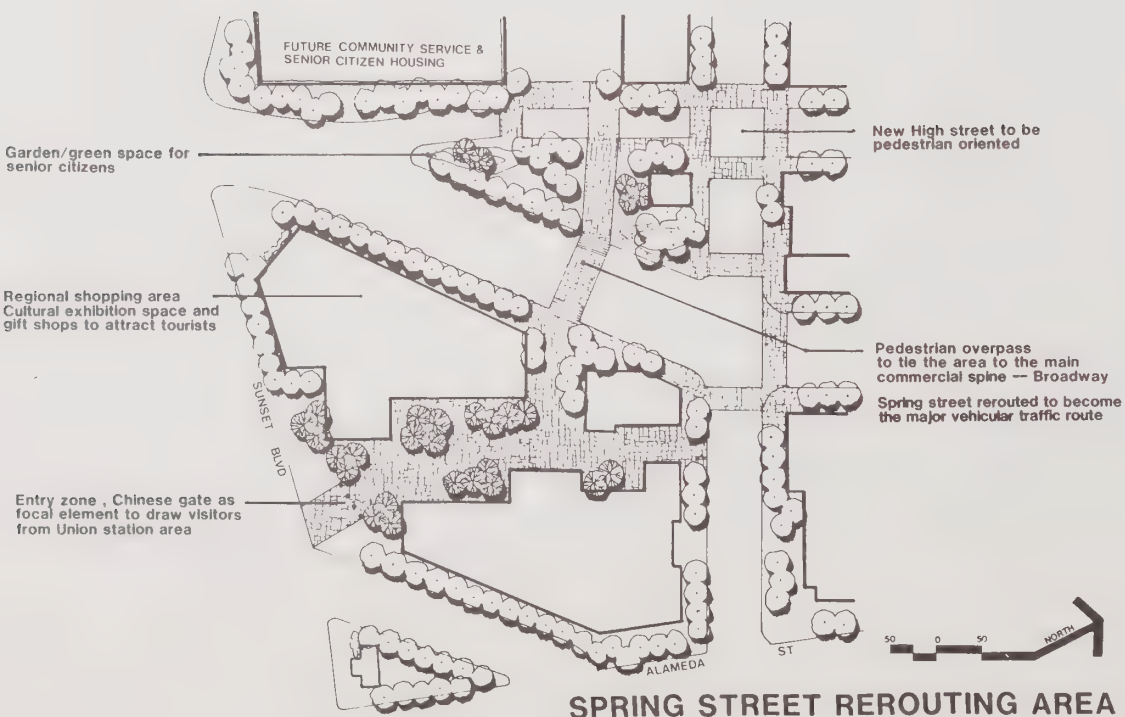
With Central City redevelopment well underway, the City can begin to concentrate on the visual organization of public spaces and upon the enhancement of commercial activity which serves as a social generator. A short- and long-term framework can now be created to guide Downtown development so that it makes a lasting and positive contribution to Downtown street life. Escalating costs of development and soaring land values require nothing less than a full realization of the aesthetic and social benefits to be derived from each new project and even the most marginal Downtown spaces.

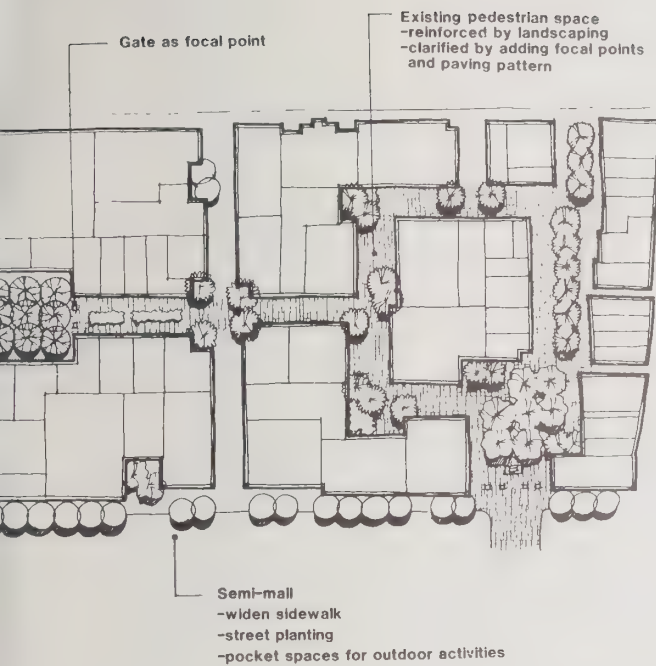
It is necessary to enhance the physical and social quality of Downtown with amenities and actions that help personalize it and make it more understandable. An ambitious redevelopment program and an abundance of landmark resources hold the promise for a uniquely important community. With an equally concerted effort at resolving the Downtown's image and uses, it may be possible to fulfill the promise and realize the full potentials of Central City.

Appendix

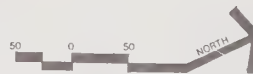
An Urban Pedway
A Network of Pedestrian Spaces
For Los Angeles Chinatown
By Hwey Lin Lin and Haiching Fan

A report focusing on the pedestrian scale and pedestrian activity in Chinatown which provides planning principles important to Downtown generally. Three conceptual plans are abstracted.





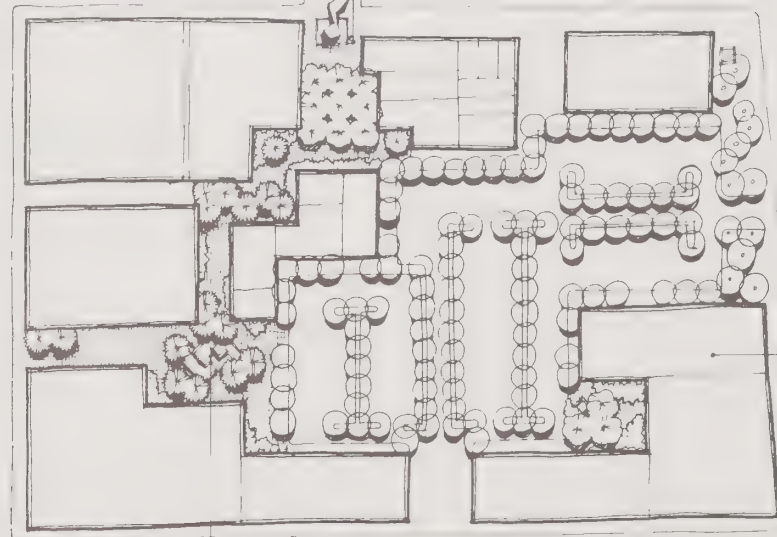
A sequential experience established through the site by use of various spaces , such as formal or informal, overhead or canopied ,enclosed or open, spacious or intimate, hierarchy of space, level change.



POTENTIAL CULTURAL CENTER SITE

Alleyways
- link adjacent blocks by paving pattern and landscaping

Entrance courtyard
- focal element attracts attention from road



Vehicular traffic surrounds the block , Commercial activity emphasizes inside block , Parking area hidden inside block

High rise building on the edge
- whole area enclosed to reinforce the integrity of Chinatown
Undesirable scenes are screened



Small plaza
- shady resting area

TYPICAL COURTYARD BLOCK

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